Best practice urban renewal

Input into Bays Precinct forum

City of Sydney

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TABLE OF CONTENTS

EXECUTIVE SUMMARY

The City of Sydney Council has commissioned the preparation of this Discussion Paper with the aim to 'document the planning principles, processes and governance arrangements that have led to best practice urban renewal outcomes.' The paper is to inform members of the community and prepare them for the Bay Precinct Renewal Summit to be held in November 2014.

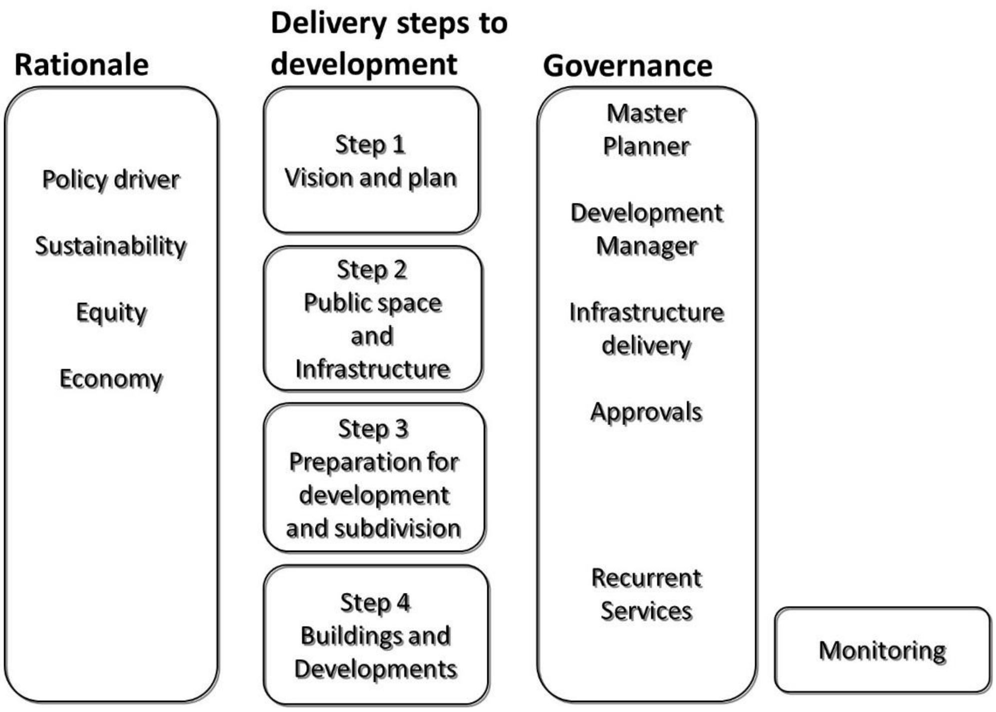
The elements of urban renewal

Urban renewal is the process of transforming often underutilised and sometimes degraded or neglected parts of the city into spaces and built environments that meet contemporary living, working or cultural needs. While urban renewal can happen incrementally, as established urban areas are modernised through new investment, it is usually facilitated by a dedicated public effort.

Successful urban renewal can generate a range of benefits, including better utilisation of existing and proposed infrastructure, increasing the productivity of the city from the colocation of more intensive jobs and housing, attracting visitors and additional expenditure, and providing new employment opportunities. Renewal projects working to clear targets also offer the prospect of more sustainable development including less greenhouse emissions and more affordable housing compared to 'business as usual'.

The best practice principles identified in this paper cover the relevant elements or features of the renewal process. These include the rationale (or 'why' urban renewal is carried out), the steps of the process, and the governance arrangements (or 'who' should be responsible through the process). A framework for renewal is shown in Figure 2 below.

FIGURE 1. ELEMENTS OF THE RENEWAL PROCESS



Case studies

This report considers six case studies and utilised the elements in the renewal framework as reference points for reporting. The case studies are:

Elephant and Castle, London, UK

A 22 hectare development site within a strategically important 122 hectare opportunity area, the site is predominantly owned by Southwark Council who have entered into a development agreement with Lend Lease to redevelop the site. The development has been guided by a planning document produced in conjunction with the Greater London Authority which outlines specific delivery objectives including market and affordable housing and commercial floorspace amounts, job targets and sustainability requirements. Development is staged and expected to be completed in 2025.

King's Cross, London, UK

The King's Cross renewal area is a 27 hectare development site within a strategically important 54 hectare opportunity area. The site is privately owned by a development consortium which includes Argent, a major developer. Development has been guided by a development brief jointly produced by Camden and Islington councils who share responsibilities for the development site. The development brief establishes specific housing and job targets, energy efficiency requirements and commitments to opening up the site to public access. Development has taken place in parallel with the refurbishment of King's Cross station and its surrounds, delivered by Network Rail. The development has been criticised for tokenistic consultation process with the community. Development is staged and expected to be completed in 2020

Docklands, Melbourne, Australia

In 1996 development of 200 hectares of the old Melbourne docklands commenced, originally managed by the Victorian government's development authority VicUrban. The development of the government owned land was guided by a non-prescriptive, overarching strategic plan that parcelled the site up into seven 'superlots' which were all offered to the market at once. Development has been delivered privately with a particular focus on increasing office floorspace in the CBD, residential development and opening up the waterfront to public access. The Docklands have been criticised for their lack of integration into the adjacent traditional CBD and for the lack of human-scale development. This is countered by the suggestion that the release of the Docklands site was critical to kick-starting the development sector in Melbourne that was flagging in the mid-nineties.

HafenCity, Hamburg, Germany

Hafen City is a 157 hectare former port site in the city of Hamburg. The site is entirely government-owned and the development manager is a state-owned development corporation (HafenCity Hamburg GmbH, consisting of the City Mayor and members of the city senate). Commenced in 1997 with the overarching vision of establishing a 'creative city', the delivery of HafenCity has been governed by specific development objectives, including residential and commercial targets, building height requirements and energy efficiency targets. Private involvement only comes in late in the renewal process, to deliver specific developments, after the public sector has provided the infrastructure and created the development blocks. All prior masterplanning and site preparation is done by HafenCity Hamburg GmbH. The project is generally lauded though the blow out in costs for the major community facilities including a philharmonic theatre has attracted criticism.

Brooklyn Navy Yards, New York, United States

This Brooklyn site is a 121 hectare former navy yard that has long served New York as a focus for maritime and industrial services. The site is owned by the City of New York and managed on their behalf by a not-for-profit development organisation. The primary driver behind the development is to maintain the valuable industrial land, protecting it from continued pressure from residential redevelopment. The site's redevelopment started prior to the setting of City-wide development targets and has been instrumental in driving the city of New York's industrial land agenda.

Barangaroo, Sydney, Australia

Barangaroo is a 22 hectare state-owned former industrial maritime site. Given multiple state and local government interests the special purpose Barangaroo Delivery Authority was created by the NSW state government to manage development. The project initially went to an international design competition to develop a masterplan. The concept plan which followed has gone through several amendments, with the development having a foreshore park to the north and a dense economic precinct to the south. The tender for the southern commercial precinct was won by a consortium led by Lend Lease and construction has commenced.

The project is meant to deliver against a number of design objectives including energy efficiency targets and a high public transport mode share (though no dedicated new public transport services are provided). An unsolicited proposal for a casino and hotel in the central precinct, not otherwise catered for by the plan, has been approved by the Government. The project has been criticised for a lack of transparency in the planning process and delivery outcomes, and in particular for the way the plan provides for ever-increasing yields to generate revenues to match major site infrastructure and costs such as the construction of a headland park.

Table 1 summarises the policy objectives and scope of anticipated outcomes across the case studies.

TABLE 1. POLICY COMPARISON MATRIX FOR SIX CASE STUDIES

Key policy requirements		Elephant & Castle	King's Cross	Docklands	HafenCity	Brooklyn Navy Yards	Barangaroo
Housing	Dwelling targets	Specific policy requirement	Specific policy requirement	Specific policy requirement	Specific policy requirement		
	Affordable Housing targets	Specific policy requirement	Specific policy requirement	Policy aspiration			Specific policy requirement
	Dwelling mix	Specific policy requirement	Specific policy requirement	Policy aspiration			
	Density levels		Specific policy requirement				
Employment & Economy	Job targets	Specific policy requirement	Specific policy requirement	Specific policy requirement	Specific policy requirement		
	Commercial and retail floorspace targets	Specific policy requirement	Policy aspiration		Specific policy requirement		Specific policy requirement
	Local job accessibility		Specific policy requirement				
	Business investment	Policy aspiration	Policy aspiration	Policy aspiration		Specific policy requirement	
	Industry specialisation				Policy aspiration	Policy aspiration	
	Protection of incumbent land use	Policy aspiration	Specific policy requirement			Policy aspiration	
Transport	Public transport improvements/provision	Policy aspiration	Specific policy requirement	Policy aspiration	Specific policy requirement		Specific policy requirement
	Car parking standards	Specific policy requirement	Specific policy requirement		Specific policy requirement		Specific policy requirement
	Active walking/cycling policies	Specific policy requirement	Specific policy requirement		Specific policy requirement		
Community facilities	Provision of new or improved infrastructure	Specific policy requirement	Policy aspiration	Policy aspiration			
	Training opportunities		Policy aspiration				
	Education and health infrastructure	Policy aspiration	Policy aspiration				
	Retail provision for community	Specific policy requirement	Policy aspiration				
Built form	Flexibility for change of use		Policy aspiration		Specific policy requirement		
	Design quality	Policy aspiration	Policy aspiration				Specific policy requirement
	Active frontages	Policy aspiration	Policy aspiration				
	Retention of existing building stock	Specific policy requirement	Policy aspiration	Policy aspiration		Policy aspiration	
	Building heights	Specific policy requirement			Specific policy requirement		
Environment/ sustainability	Residential development energy efficiency targets		Specific policy requirement	Policy aspiration	Policy aspiration		
	Commercial development energy efficiency targets		Specific policy requirement	Policy aspiration	Policy aspiration	Specific policy requirement	Specific policy requirement
	Water conservation uses			Policy aspiration			Policy aspiration
	Landfill or waste consideration						Specific policy requirement
	On site renewable energy provision	Specific policy requirement	Policy aspiration		Specific policy requirement		
	Plant species consideration						Specific policy requirement
	Open space provision	Specific policy requirement	Policy aspiration	Policy aspiration	Specific policy requirement		Specific policy requirement
Delivery	Phasing requirements		Policy aspiration	Policy aspiration			
	Ownership & control			Specific policy requirement			
	Development standards	Policy aspiration	Specific policy requirement				

Specific policy requirement (dark green)
Policy aspiration (light green)

'Best practice' principles

Emerging from the case study review are a number of principles that can be used to inform decision-making in the Bays Precinct urban renewal process

Core principles

Create 'shared value' for the long term public interest
Value should be created for different communities. The scale, membership and reach of these communities may vary but their interests are long term.

Develop the plan with stakeholders
Early and meaningful engagement with the community and stakeholders is critical. Ongoing engagement should continue in the development of a vision, the setting of objectives, the preparation and evaluation of options and detailed planning for a preferred option.

Take a long term view
Enduring and authentic development takes time. Desired outcomes should not therefore be defined by short-term prospects alone.

Agree the non-negotiables, including design standards
Certain design and development standards, community expectations and policy requirements may need to be satisfied by the process. These 'non-negotiables' should be clearly defined from the outset.

Agree a reasonable financial profile – minimising up-front costs and de-risking development while providing an appropriate return on government land and infrastructure investments
The aim is to recognise that the government is best placed to carry early development risk associated with planning, providing the infrastructure and preparing the site for development, because the beneficiaries of this are distributed widely including beyond the site and through different generations. Consequently the adopted financial approach should not necessarily anticipate significant early revenues which add to developer risks and put pressure on plans for modification to increase yields.

This inevitably means that some up-front financing should be provided by government but also, that as land is sold and private sector development proceeds, the government should be entitled to an appropriate share of the land value realised, to fund a return on its early investment. An approach which provide for solid and longer-term returns on government assets, while underpinning the delivery of external benefits, should be adopted.

Establish clear development objectives
With a clear understanding of the development rationale and the non-negotiables, the planning process involving engagement with stakeholders, should develop and confirm clear objectives. The best objectives are not 'motherhood statements' but anticipate physical, economic and social outcomes in the place of focus. To this end they should be measurable.

Establish clear development options to meet objectives
There may be multiple ways to achieve objectives. Evaluating multiple options, including a base case, enables a comparison of what would happen with and without development and allows for the identification, evaluation and discussion of trade-offs.

Embody 'localness' and reintegrate with surrounds
While projects should be transformational given the scope, authenticity is most likely created where local character is recognisable in the development, and where the development ultimately 'reads' like an extension of the existing city. Focussing purely on global branding can lead to homogeneous urban landscapes.

Evaluate options from a holistic perspective with the aim of maximising net community benefits
While government's may ultimately make choices on political and value grounds, evaluating options using robust cost benefit analysis techniques can enable typical community values and assets (such as open space and heritage items) to be objectively included and considered. Without using such techniques (notwithstanding their limitations) it may be that financial considerations or otherwise vague community aims end up dominating choices between options. This does not necessarily allow for judgements which serve the long term public interest.

Align procurement model with the planning vision
Procurement processes should be designed to deliver on desired planning outcomes, which are themselves governed by the project's vision. Generally this will favour processes which allow for multiple investors, architects and builders rather than 'single developer' solutions.

Process related principles

Alongside these core principles sit a number of additional principles that address the elements of the renewal process:

1. Rationale
- Articulate the link to the public interest in rationale

2a. Vision and Planning
- Ensure a rigorous strategic planning process
- Ensure final plans have a vision and clear, measurable objectives
- Plans should identify logical development stages
- Avoid overly prescriptive controls. There should be a clear indication of the scale and bulk of buildings allowable on any particular block ('envelope controls'), including heritage items to be retained, critical through site links and public spaces which need to be created, as well as measurable desired outcomes from an amenity, sustainability and use mix point of view; otherwise the design of individual buildings should be up to the architects, developers and builders of each site (in other words, the plan should not be the design)
- Maintain a detailed record of the decision-making process
- Assess departures from the plan against original vision and objectives

2b. Provision of public space and development infrastructure
- Provide key development infrastructure prior to or with development
- Encourage innovation in infrastructure provision to achieve transformation and ambitious targets
- Establish a clear development contribution regime which minimises up-front costs

2c. Preparation for development and subdivision
- Provide the smallest superlots possible
- Offer development sites to the market on an open basis with maximum participation possible

2d. Development mix and built form
- Allow the private sector to determine built form within the public domain framework, while satisfying the envelope controls and desired outcomes set down by the plan
- 'De-risk' where appropriate by early government investment in facilities and buildings. Early government investment in actual buildings can act as a drawcard for users and businesses, generate confidence in a renewal project, and provide a lead for private sector investment. Governments can also commit to purchasing sites for or developing social and affordable housing which can provide early cash flow to developers to off-set market uncertainty and risk.
- Utilise 'land-in-waiting'. For example, sites not yet required for development can be activated by allowing them to be occupied temporarily for low rent or 'pop-up' uses.

3. Governance
- Limit the establishment of separate government management and delivery agencies
- Engage appropriate expertise in master planning including local authority representatives

- Commit to transparent processes
- Identify or establish a third party body for evaluating amendments to the plan
- Ensure ‘normal’ servicing and approvals revert to the local authority at the earliest possible time

4. Monitoring

- Establish targets and indicators (for sustainability, affordability, mode share etc linked to initial vision and objectives)
- Use multiple, independent reviewers

1 INTRODUCTION

1.1 Context

The City of Sydney Council has agreed to enter into a Memorandum of Understanding with the NSW Government setting out how the two levels of government will collaborate on the delivery of three major urban renewal projects in the council area—the Bays Precinct, Central to Eveleigh and Parramatta Road. These projects are being managed for the NSW Government by UrbanGrowth NSW.

The NSW Government is holding an International Expert Summit on the 19 and 20 of November 2014 (UrbanGrowthNSW 2014). Twenty community representatives will be invited to attend and contribute to the Summit.

The City has agreed to assist the community representatives and the community more broadly to positively contribute to the NSW Government's process for the urban renewal of the Bays Precinct.

The City has commissioned the preparation of this Discussion Paper to describe world's best practice in urban renewal. The aim of the paper is to 'document the planning principles, processes and governance arrangements that have led to best practice urban renewal outcomes.'

The City will also be helping the community to hold a public forum on the 16 November 2014. The Discussion Paper will inform the discussions at that event.

1.2 The elements of renewal

Urban renewal is the process of transforming often underutilised and sometimes degraded or neglected parts of the city into spaces and built environments that meet contemporary living, working or cultural needs. While urban renewal can happen incrementally, as established urban areas are modernised through new investment, it is usually facilitated by a dedicated public effort.

Successful urban renewal can generate a range of benefits, including better utilisation of existing and proposed infrastructure, increasing the productivity of the city from the colocation of more intensive jobs and housing, attracting visitors and additional expenditure, and providing new employment opportunities. Renewal projects working to clear targets also offer the prospect of more sustainable development including less greenhouse emissions and more affordable housing compared to 'business as usual'.

Desirable or best practice principles for renewal should cover the relevant elements or features of the renewal process. A framework for renewal, showing the constituent elements, is shown in Figure 2 and includes:

- **The rationale for the project**. Why is this project being undertaken, who is it for and – at a high level - what does it seek to provide? Policy drivers (such as the metropolitan strategy) are likely to be invoked as a fundamental rationale but there may be other social, economic or environmental reasons for action.

- **The delivery steps to development**. This extends through:
    - Vision and plan-making including research and analysis, community engagement, objectives setting, options development and evaluation.
    - The provision of public space and infrastructure to 'frame the development'

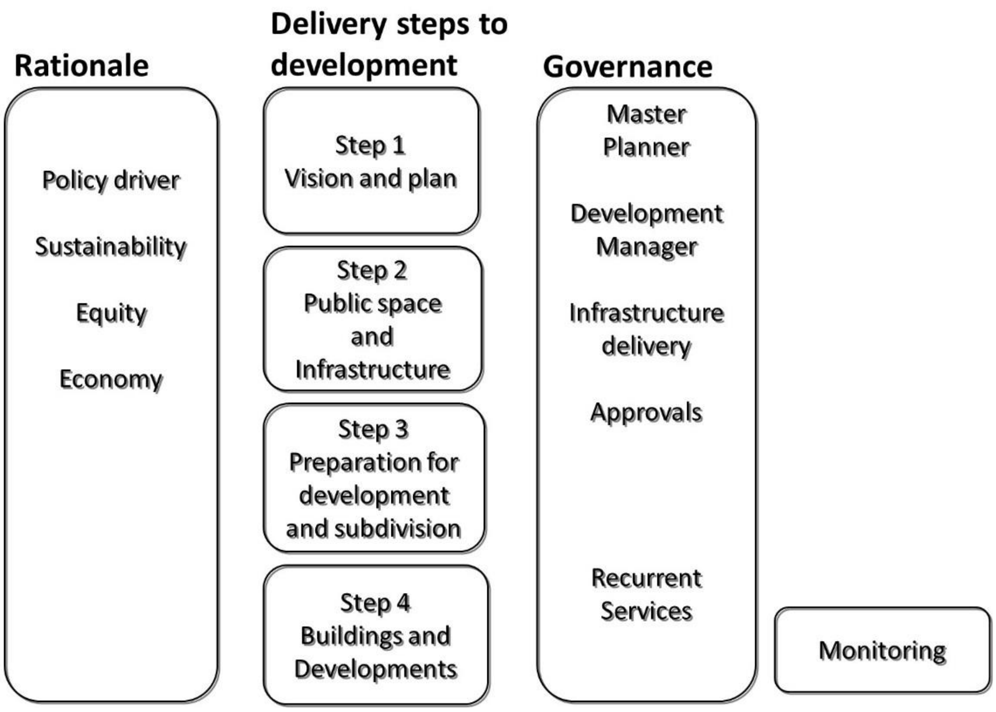
- o Preparation for development and subdivision which involves the creation of lots for development.
- o Buildings and development including housing, offices, shops, community facilities etc.

– **Governance.** This covers all dimensions from who does the planning, through to who provides the infrastructure, who approves development and who ultimately manages and provides the services.

– **Monitoring.** This is part of effective governance and involves identifying the extent to which original objectives are being met, as well as changes in context that might require a change in direction**.**

The reporting of the case studies has utilised these elements as reference points for reporting, and the supporting principles are listed under each of these elements. However, the case studies and the analysis of the literature also highlight the need for reference to some overarching principles for successful renewal processes and projects. Key, up-front 'foundation principles' are therefore also suggested.

FIGURE 2. ELEMENTS OF THE RENEWAL PROCESS



1.3 Contents

Chapter 2 describes six case studies (with more detail in the Appendix). The six examples cover different scales and jurisdictions but also precincts where development is at least partially complete and 'outcomes' are evident. The case studies are Melbourne's Docklands (Victorian state government), Barangaroo (NSW state government), London's Elephant and Castle (Southwark Council), Hamburg's HafenCity (Hamburg City government), London's Kings Cross (King's Cross Central Limited Partnership, a private delivery authority) and Brooklyn Navy Yard (US example with a focus on employment development, managed by an independent 'not for profit' group). The reporting of the case studies utilises the urban renewal framework elements as reference points.

The case studies and the analysis of the literature highlight the need for reference to some overarching principles for successful renewal processes and projects. Key, up-front 'foundation principles' are suggested in **Chapter 3**, followed by the supporting principles listed under each of these elements.

Chapter 4 includes a brief reflection on the implications for the Bays precinct.

2 INTERNATIONAL CASE STUDIES REVIEW

2.1 Introduction

This report considers six urban renewal projects from across the world to identify best practice principles.

Two of these case studies – Elephant and Castle and King's Cross - are in London; chosen for their different governance and ownership structures and drivers for renewal. One, HafenCity in Hamburg, Germany, has been chosen particularly for its governance structure and procurement strategy. Two case studies – Barangaroo and Docklands - are located in Australia and provide examples from the local political and social context. The final case study – Brooklyn Naval Yards – provides a US example focussing on employment outcomes in one of the most highly urbanised cities in the world. The case studies include some with a degree of completion given the need to consider the quality of outcomes.

The following sections summarise each project to provide context for the best practice principles. A more comprehensive description of each case study is in the appendices.

FIGURE 3. GLOBAL CASE STUDY LOCATIONS

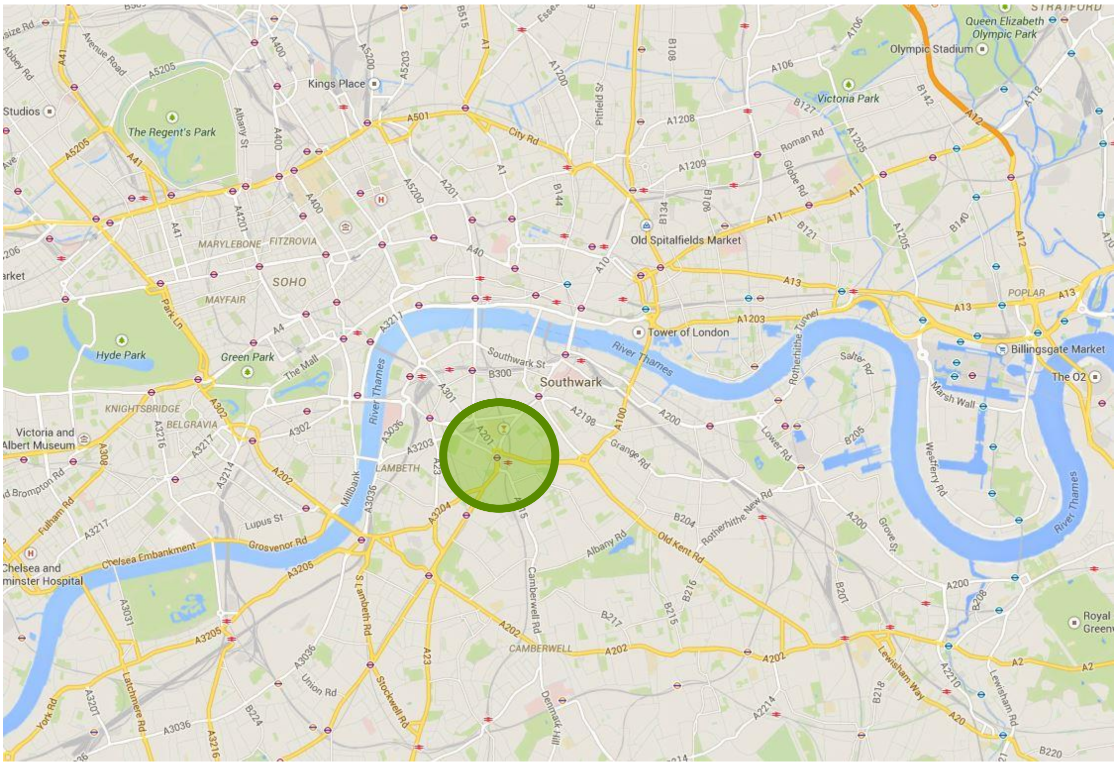
Map source: Vectorworldmap.com; SGS Economics & Planning 2014

2.2 Elephant and Castle, London, United Kingdom

The urban renewal area

Elephant and Castle is a 122 ha site located in the borough of Southwark, south of the Thames River in Central London. Following extensive bomb damage in WWII, much of the area was redeveloped in the 1960s, with modern multi-storey housing units on amalgamated blocks replacing the previous terraces and fine grain street pattern. The area has experienced high levels of social deprivation but is close to central London with good transport links.

FIGURE 4. ELEPHANT AND CASTLE LOCATION MAP, LONDON



Source: Google maps, 2014

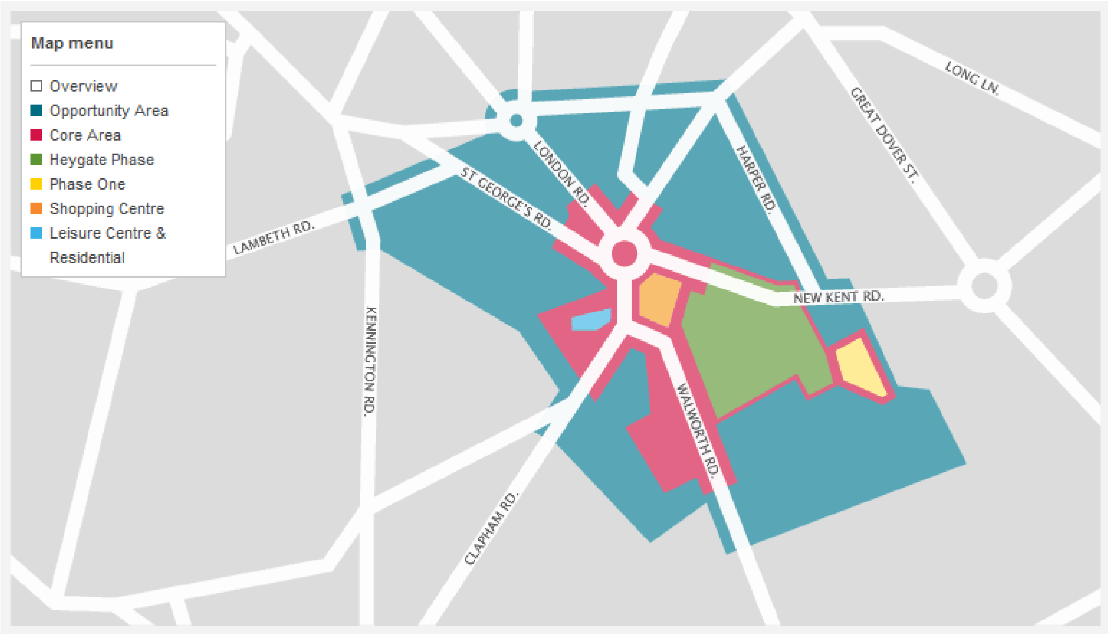
Rationale and anticipated outcomes

Most of the land, and in particular the Heygate estate, is owned by Southwark Council. The shopping centre is privately owned by St Modwen Properties and Sahalia Real Estate.

Drivers for urban renewal include major social issues within the Heygate estate, and the need for higher density residential offerings close to the city's centre. The area was identified as an Opportunity Area by the Greater London Authority who worked with the council to define a vision for the area's development. This vision is in the Elephant and Castle Supplementary Planning Document/Opportunity Area Planning Framework adopted in 2012.

Guided by the objectives within the Planning Framework, the resultant masterplan will deliver 5,000 new and replacement homes, and approximately 40,000sqm of retail space in a $5.4 billion mixed use project, alongside new public realm, parks and integration with the transport network. Delivery is staged along a 15 year timeframe.

FIGURE 5. ELEPHANT AND CASTLE STRATEGIC PLAN



Source: Southwark Council, 2012

Roles and process

Given the size and complexity of the project, rather than develop the site in stages involving multiple parties, in 2004 Southwark Council invited expressions of interest for the development of the whole area in partnership with the Council. Lend Lease was ultimately chosen as the preferred developer for the non-retail component of the project out of a final pool of just two. Southwark Council entered into a regeneration agreement with Lend Lease which outlined what each party was to deliver.

In general, as Table 2 shows initial vision and planning work and site preparation has been undertaken by government. Supplementary detailed master planning has been undertaken by Lend Lease. Preparation for development, site infrastructure and building construction are to be undertaken by the developer.

Critique and lessons learnt

Elephant and Castle is in its early stages of development and the critique of it is largely confined to the process of community development and procurement. The local community have criticised the removal of existing affordable housing stock and insufficient provision in the new development. This came on the back of a long-standing fractious relationship between the council and the communities in the area.

The framing of the initial vision is criticised by Rydin *et al* for its lack of clarity around sustainability principles and evaluation procedures in reviewing the masterplan. The extended time frame between the site being identified for regeneration and the planning process and the delivery process has also undermined clarify in purpose and the 'line of sight' between rationale and outcomes.

The other point to note is the lack of depth amongst the tenderers (with Lend Lease winning amongst an ultimate field of just two). An alternative, to ensure greater competition for the development opportunity, would have been for Council to do more work 'up-front' in the site preparation process to package up multiple but smaller development parcels to offer to the market. Council may have seen this as 'too risky' and beyond its expertise, but it could have sought market assistance just for this development step to liberate a more competitive environment at the delivery end of the process.

TABLE 2. ELEPHANT AND CASTLE: SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	- **Majority government (council)-owned land with some private ownership** - Council manages project, owns Heygate Estate, & leisure centre land but not shopping centre - Planning controls (Detailed Supplementary Planning Document), approved by Council. Included detailed consultation. - Tender process for government owned land (won by Lend Lease from ultimate field of two) - Detailed master planning by Lend Lease, including further public consultation
Step 2 **Public space & infrastructure**	- Site preparation (mainly demolition) by Council (originally to be the developer) - London transport agency upgrades public transport and main roads, paid by 'enhanced transport tariff' on wider Opportunity Area (originally to be the developer) - No major subdivision to superblocks required (structure in place) - All construction of or connections to trunk or critical development infrastructure by developer
Step 3 **Preparation for development & subdivision**	- Small development blocks created by the developer (Heygate Estate) - Internal roads etc provided by developer - Internal heating and cooling ('green') infrastructure by developer (Clinton Climate Initiative) - Land held by Council until planning permission received, then provided to developer at valuation rate on 99 year lease (net of agreed return on design, development costs) – residual revenues on development sales split 50:50
Step 4 **Buildings & developments**	- New leisure centre by Council but funded by Lend Lease via 36 storey residential development adjacent - Residential (private and to meet 35% affordable housing requirement) - Commercial / retail including ground floor activation requirement for most buildings

Public **Private**

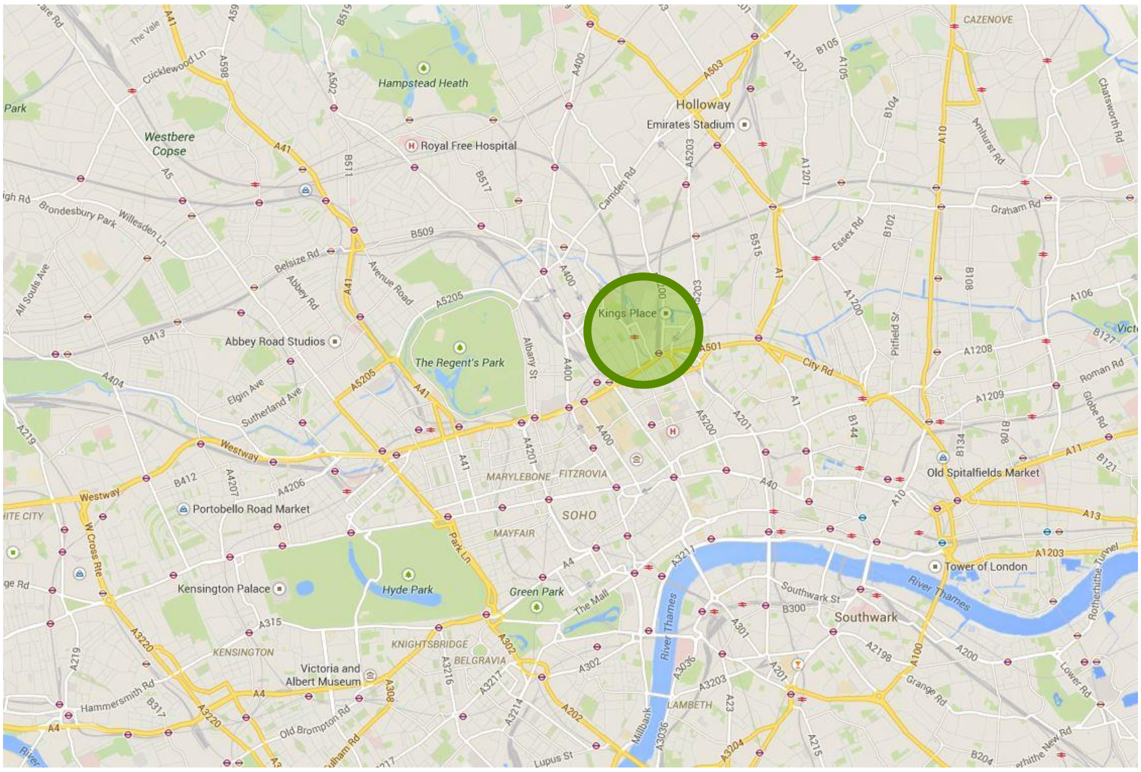
2.3 Kings Cross, London, United Kingdom

The urban renewal area

King's Cross is located in north central London. Two of London's biggest railway stations, Kings Cross and St Pancras are located in the area and they link the city to the wider region and to Europe, with the Eurostar terminus located within St Pancras International. The urban renewal site is situated adjacent to the stations and is bounded on its western and northern edges by rail lines. The Regent's Canal runs through the development site. The site's history is heavily linked to the railway and prior to redevelopment it housed a number of railway hoardings and empty Victorian warehouses (Smith, 2014).

The 27 hectare development site is within the 54 hectare Opportunity Area designated by the GLA through the London Plan. The site is predominately located within the London Borough of Camden, with a small portion to the north located in the adjacent London Borough of Islington.

FIGURE 6. KING'S CROSS LOCATION MAP



Source: Google maps, 2014

Rationale and anticipated outcomes

King's Cross's potential for renewal has long been recognised given its central location and extraordinary public transport access (it has the highest Public Transport Accessibility Level (PTAL) in London according to the London Plan, 2011). For a number of years, the disused industrial lands at its centre and the low-rent, opportunistic land uses spreading out from the station lent the area an unfavourable reputation as a place of urban decay and deprivation.

The King's Cross urban renewal project will deliver up to 2,000 new homes, 20 new streets, 315,000 sqm of office space and over 46,000 sqm of retail space across the 27 hectare development site. At its centre is the relocated Central St Martins College of Arts, a highly respected arts university that opened in 2012 and already attracts large numbers of people. The project's staged delivery process anticipates completion in 2020 – twelve years after works commenced.

FIGURE 7.KING’S CROSS MASTERPLAN

Source: Allies and Morrison, 2014

Roles and process

In 2004, Camden and Islington Councils undertook a strategic plan outlining a joint vision for the area, under the direction of the GLA through its London Plan. Three private landowners – Argent LLP, London and Continental Railways and DHL Supply Chain, held the site and this small ownership pool reduced site acquisition issues associated with many other inner urban renewal projects. The land-owners formed the King’s Cross Central Limited Partnership, a private delivery authority charged with developing the site under the strategic plan’s guidelines. The delivery authority appointed Argent and St George as their site development partners (see summary of process in Table 3).

Critique and lessons learnt

As Kings Cross is only partially completed, its critiques are limited to completed sections and the delivery process. Much of the criticism of the King’s Cross development process identified by Imrie (2009) centres on the consultation process undertaken by the site owners and developers. The process was criticised as being ‘consumerist’ as it presented community groups with options which they could accept or reject, with proposed outcomes only ever meeting the minimum standards set (in response to affordable housing provision). There was little round-table discussion and consultation was targeted at special interest groups rather than the broader public (Imrie, 2009). This ‘lip-service’ approach to consultation may be a product of the status of the project as private development on privately-owned land.

In major renewal projects getting the consultation ‘right’ will always be difficult. In the King’s Cross case though, it is up to the statutory planning instruments which are the subject of community consultation processes, to be the drivers of innovation or establishing the standards to influence this type of urban renewal.

TABLE 3. KING'S CROSS SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	- **Privately-owned land** - Land owned by Argent LLP, London & Continental Railways Ltd & DHL Supply chain, forming a single land-owning partnership - King's Cross Central Limited Partnership - Identification of opportunity area by regional planning authority GLA - Strategic plan developed for the opportunity area by host Boroughs - Masterplan developed and project managed by private delivery authority guided by public sector planning policy
Step 2 **Public space & infrastructure**	- Site preparation and construction by development corporation - Public space delivered privately with public access - Upgrade to Kings Cross station (adjacent development site) delivered by Network Rail
Step 3 **Preparation for development & subdivision**	- Private development partners, Argent (landowner) and St George, appointed by delivery partnership - Internal roads provided by developer
Step 4 **Buildings & developments**	- Site management and maintenance contracted privately through Kings Cross Estate Services - Central location of public institute – Central St Martins Art College - Residential requirement set by planning policy (London Plan and Opportunity Area Planning and Development Brief) - Commercial floorspace and mix requirements guided by planning policy but delivered by land owner

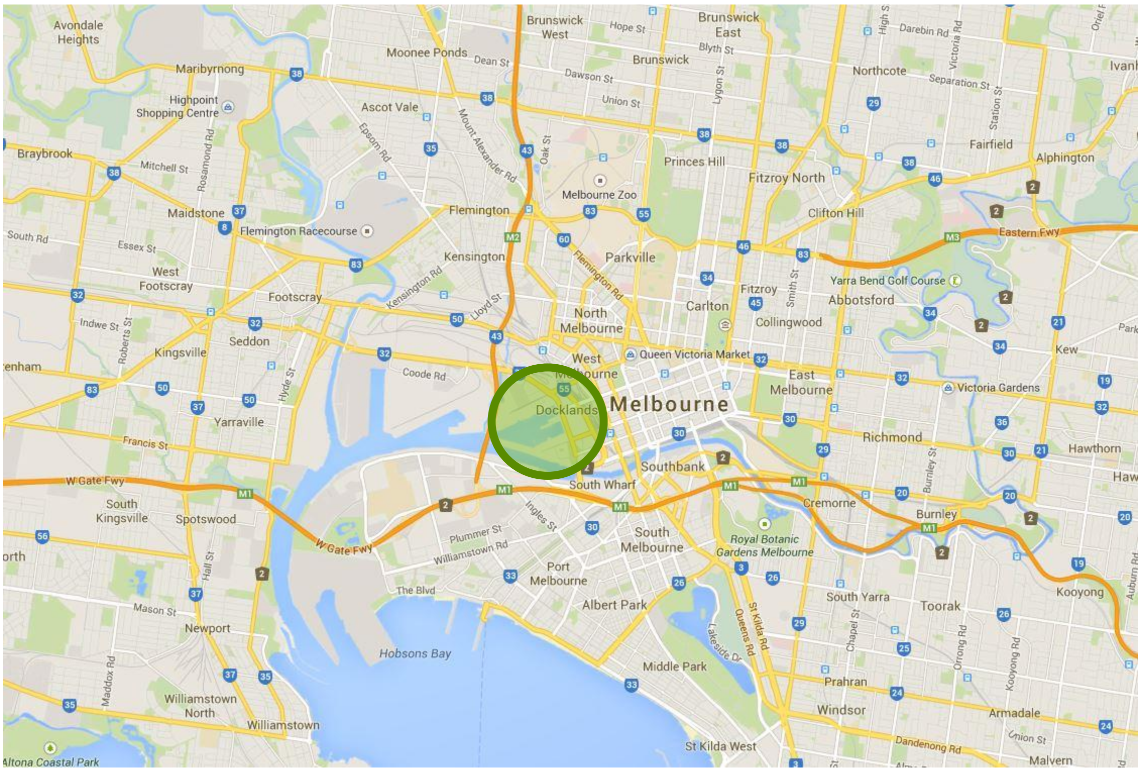
Public **Private**

2.4 Docklands, Melbourne, Australia

The urban renewal area

Melbourne Docklands is located two kilometres west of the Melbourne CBD, with a development area of 200 hectares of land and water, and seven kilometres of waterfront.

FIGURE 8. DOCKLANDS LOCATION MAP



Source: Google maps, 2014

Rationale and anticipated outcomes

Pre-development, Melbourne Docklands was a large tract of State Government owned land, underutilised due to the containerisation of shipping and the subsequent relocation of the vast majority of shipping activity to the Melbourne port area.

The initial vision for the Docklands was that, by 2015, the area would become a “world class mixed use precinct” with the rationale of transforming the area and expanding the CBD by over a third, thereby creating more capacity for central city employment and activity. The aim is ultimately for 20,000 residents and 60,000 workers in a wide range of industries. As at the 2011 Census, Docklands had a population of 5,791 residents living in 3,795 dwellings. Forecasts for the resident population have been scaled back from an original estimate of 20,000 by 2015 to 16,000 by 2031. Currently, precincts within the Docklands include residential, retail, a technology park, offices, leisure and entertainment including the Etihad stadium which was amongst the first developments to proceed.

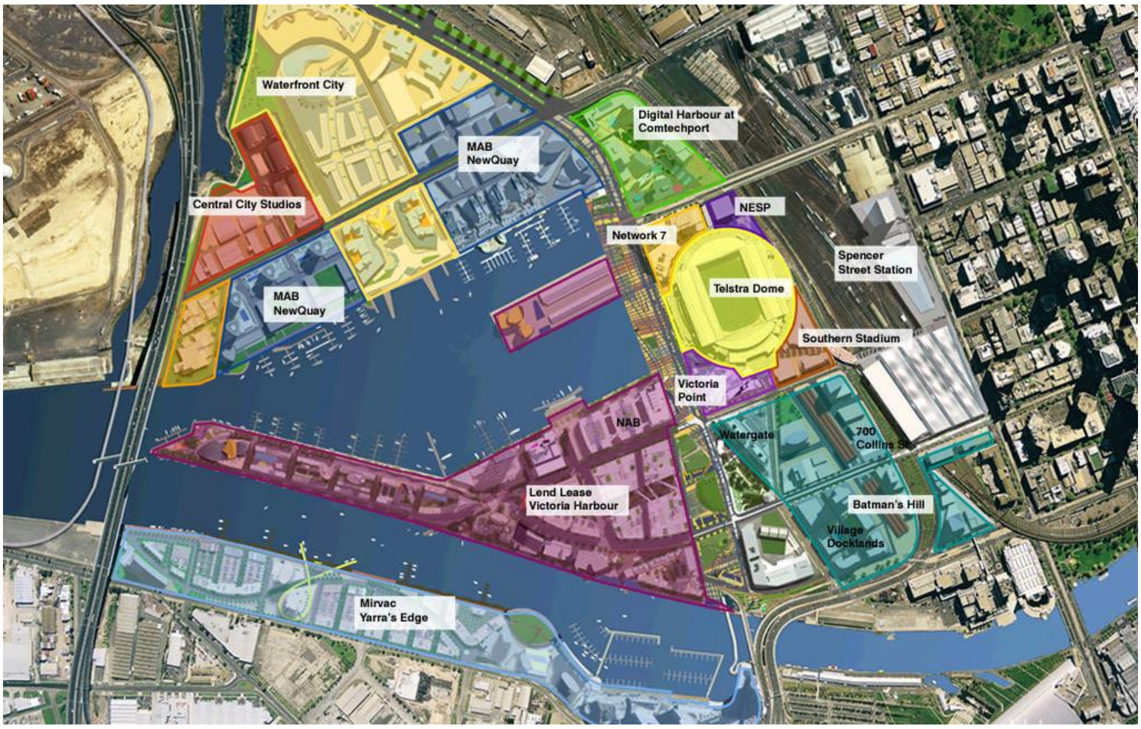
By 2025, Docklands is expected to have attracted $17.5 billion in private sector investment.

Roles and process

The Docklands Authority was established in 1991 and had the responsibility of developing a strategy for the area. In 1996, the State Government agreed to the redevelopment of the area. VicUrban – the Development Authority and Masterplanner for the Docklands precinct – managed the project from 2003. Places Victoria now has management responsibilities and coordinates development agreements, and remains a referral authority for planning applications; planning powers have recently been handed over from the State Government to Melbourne City Council for developments below 25,000 sqm (the Minister for Planning is responsible for developments above 25,000 sqm).

No detailed master planning for the Docklands was undertaken; instead, an overarching strategic plan for urban design and mixed use outcomes was developed as a guide. Seven parcels, or 'superlots', ranging between five and 35 hectares, were marketed and released with guidelines for desired uses. There were no mandated uses.

FIGURE 9. DOCKLANDS REDEVELOPMENT AREA, MELBOURNE



Source: Places Victoria, 2009

Through a competitive bid process, the right to develop each precinct, or land within it, was sold to Docklands developers. Each precinct has its own master plan prepared by the developer, which forms the basis of the Development Agreement, a binding contract that outlines how and when the precinct will be developed. Titles were or are released in stages as the developer satisfies Planning and Design Conditions related to the original Masterplan and Design Conditions (including the approach to Ecologically Sustainable Development) and achieves relevant Statutory Planning Approvals.

The developers have been responsible for building infrastructure within their own precincts while the development authority (initially VicUrban) were responsible for the provision of trunk infrastructure such as the major roads, sewerage and water infrastructure, financed by a 'line of credit' provided by Treasury, and ultimately funded through development contributions. Upon completion, infrastructure is handed over to the local authority (now the Melbourne City Council) for operations and maintenance. There remains a significant amount of community infrastructure to be delivered in order to meet resident and community expectations and this has been a focus of recent planning, with new government commitments (for example, for parks, community gardens, a library and community centre, primary school and a place of worship, see Places Victoria, 2013).

Payment for the land involves negotiated terms including a mix of fixed payments and payments linked to returns from the development which has meant the government has shared some of the market risk.

TABLE 4. SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	**State-owned land** - State land developer VicUrban managed the development (now Places Victoria) - Undefined development framework seeking mixed use but not prescriptive – included waterfront access, protection of views to waterfront as principles; very limited community consultation process - 7 superlots from 5 ha to 35 ha; each initially had desired uses (though not mandated) - superlots tendered competitively with design, financing, viability, integration and benefits as criteria for assessment - Detailed master planning by winning tenderer of each superlot, agreed with development authority, and forms basis of Development Agreement.
Step 2 **Public space & infrastructure**	- Collins Street bridge, other main streets , pedestrian bridge and public transport provided by state government; main roads, sewer and water infrastructure provided by government but funded by developers via development contributions
Step 3 **Preparation for development & subdivision**	- Small development blocks created by the developer - Internal roads and infrastructure connections etc provided by developer - Land ownership is transferred from Places Victoria to the developer once a number of conditions have been met - Negotiated terms of payment for the land including a mix of fixed payments and payments linked to returns from the development. - Public art program contribution by developer
Step 4 **Buildings & developments**	- Residential, commercial, retail , sporting and leisure developments (modest affordable housing component included state funding) according to planning applications - State government and Council now responding to resident complaints and providing additional community facilities

Public Private

Critique and lessons learnt

Docklands has been criticised for a lack of strategic planning and failing to deliver a human-scale, high quality public realm, compatibility between precincts, and effective integration with the rest of the inner city (Shaw, 2011). Additionally, the development process has been criticised for a lack of community engagement and a failure to deliver community facilities and services.

Another critique has been that putting all seven superblocks on the market at once limited flexibility for the government to change direction (as well as potentially diluting the future revenue potential). Furthermore the seven superblocks offered to the market were large, meaning that each had a single, large developer 'solution', and the prospect for more fine grain development was much reduced (for example although the main streets continue from the old Melbourne grid, the small streets which so distinguish Melbourne – Flinders Lane, Little Bourke etc – are absent in the Docklands layout).

A more positive view of the Docklands development is that it was critical to kick-starting the Melbourne economy, creating capacity and new investment at a time in the mid-nineties when the economy was otherwise flat.

Lessons from this case study include the importance of comprehensive early planning which ensures the ingredients for a 'place' are introduced (including human scale spaces, ground level activities, a mix of housing, pedestrian connectivity and community facilities). Involving the incoming resident community in the way the place evolves and the sort of facilities that are provided is also a lesson from Docklands.

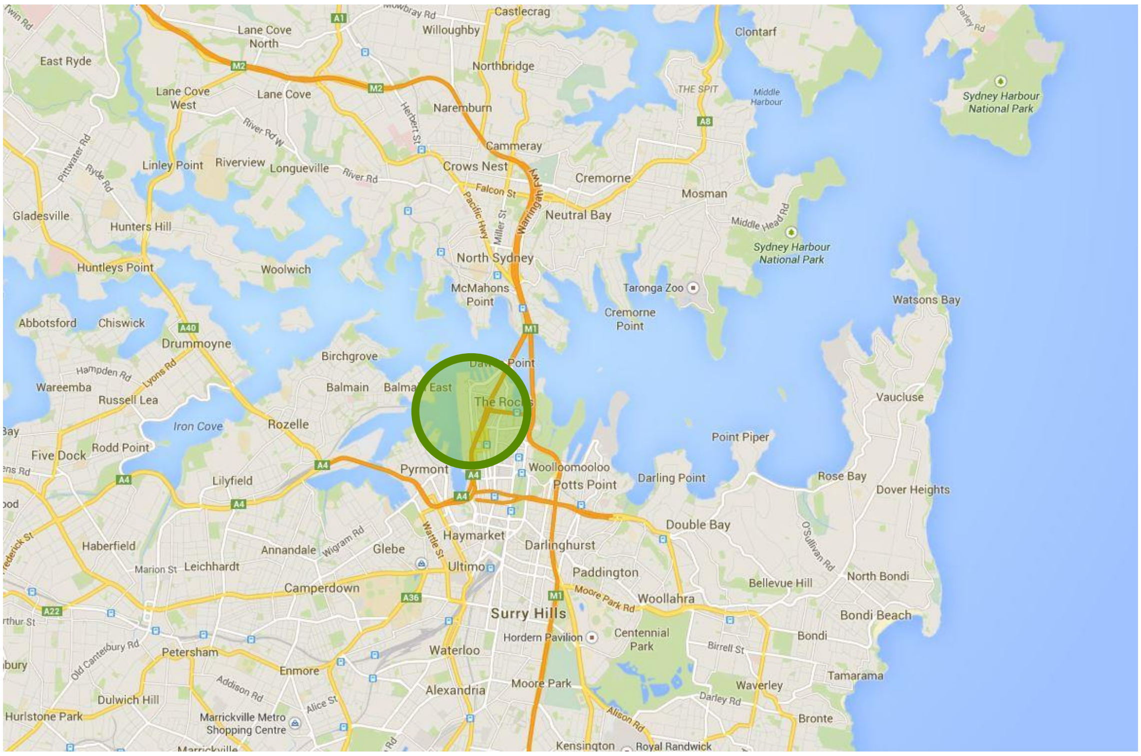
The financial model appears to have positive elements (reducing up-front risk for developers to encourage earlier development) though there may be scope for the government to gain a greater share of the land value up-lift, including by staging development over a longer period.

2.5 Barangaroo, Sydney, Australia

The urban renewal area

Barangaroo is a 22 hectare former container port located along western edge of the Sydney CBD. The area is owned by the NSW government and was used for stevedoring activities until 2005. The site was contaminated from many years of industry, and required remediation works, but was not home to an existing community who would be uprooted by new developments.

FIGURE 10. BARANGAROO LOCATION MAP



Source: Google maps, 2014

Rationale and anticipated outcomes

Renewal of the site represented an opportunity to expand the CBD, which is constrained by its geography, and provide new public space and homes in the heart of the city. The role of Barangaroo in "positioning Sydney as a global city" through a landmark urban redevelopment is a prominent aim of the project.

Proposed development outcomes are:

Headland Park – six hectare park, up to 18,000 sqm GFA for potential uses within the public recreation zone, underground 300 space car park
Central Barangaroo – 5.2 hectares – civic and cultural attractions, public domain space, up to 120,000 sqm of GFA set aside for a range of uses
Barangaroo South – 7.5 hectare mixed use commercial hub, including three large commercial towers with large floor plate, premium grade, energy efficient office space; approximately 1200 people in 800 high and medium rise apartments, with retail elements

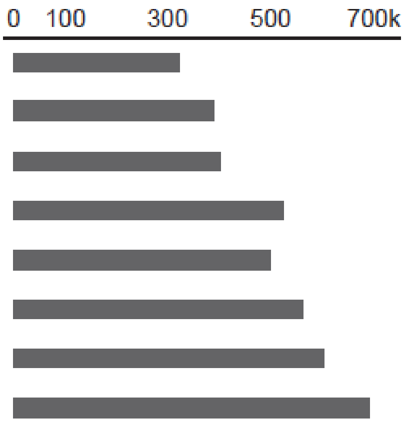
There will also be public transport and pedestrian links e.g. the nearly completed Wynyard Walk, ferry terminal, new bus routes (BDA 2014b). The site will not be serviced by its own train station, although the target mode share for train travel is 63% (NSW Government 2012).

Current approvals for Barangaroo South require 2.3% of residential floorspace to be allocated for key worker housing,

The waterfront project of Barangaroo South is valued at $6 billion. When complete, more than 23,000 people are expected to live and work at Barangaroo South, with another 33,000 people expected to visit every day. The project will deliver between 598,733 sqm GFA (approved) and 681,008 sqm GFA (currently being assessed) - up from 330,000 in the original competition brief in May 2005 (see Figure 11).

FIGURE 11. BARANGAROO YIELD MODIFICATIONS

Stage	Gross Floor Area
May 2005 Competition Brief	330,000sqm
March 2006 Competition Winner	389,511sqm
February 2007 Concept Plan approval	399,800sqm
February 2009 Modification 2	519,800sqm
November 2009 Modification 3	501,000sqm
December 2010 Modification 4	563,965sqm
Modification 8 (to be assessed)	598,733sqm
Modification 9 (to be assessed)	681,008sqm



Source: City of Sydney, 2014 in Harris, 2014)

Barangaroo is planning to be carbon positive and is a member of the Clinton Climate Initiative.

Roles and process

An international competition to design the site was held in 2005. Hill Thalis' winning entry was selected in 2006 and focused on the primacy of the public domain, integration into existing city networks and a fine grained mix of uses.

The City of Sydney and Sydney Harbour Foreshore Authority originally held control of the project; however, in 2007, Barangaroo was brought under the scope of the influence of Part 3A of the EP&A Act which placed it under the control of the NSW Government. A dedicated state agency, the Barangaroo Development Authority (BDA), was established in 2009 to oversee development of the precinct. The construction and development project was tendered out, and the contract was won by Lend Lease. A non-negotiable for the government was that the project was to be delivered at "no cost to government".

The financial arrangements pursued by the state government at Barangaroo sought to generate an early return on the land asset and cover most infrastructure and public domain costs via ongoing payments from the developer. According to the Audit report (Audit Office of NSW, 2011) the government required the Lend Lease consortium to pay some significant 'up-front' costs including for the transfer of land from Ports ($97m), part of the site remediation ($112m), and early developer payments ($103m). Further developer payments and a value sharing arrangement (i.e. as sites are developed and revenues are received the uplift in land value is calculated and shared between government and developer) were to fund the headland park (estimated at $177m in 2011), part of the pedestrian link to Wynyard ($100m), and other works. All up revenues were estimated at $1bn to fund infrastructure works of the same value.

Much of the financial detail around the Barangaroo development is now withheld as "commercial in confidence" for Lend Lease. Recently, the BDA lost a case against Lend Lease related to the value sharing arrangements, which will reduce future revenues for the state government which has made future funding for some of the public spaces in the development uncertain.

TABLE 5. SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	**State-owned land** - Project now managed by the Barangaroo Development Authority - Initial design competition, subsequent Concept Plan which did not reflect competition winner's design. - Modest consultation in the planning process. - Tender process for Barangaroo South (won by Lend Lease from short list field of three) – requires staged fixed payments- based on take up and then 50:50 value share for 99 year leasehold land. - Further design planning by Lend Lease. Planning for carbon neutrality (Clinton Climate Initiative). - Concept plan modified multiple times with increased yield at each.
Step 2 **Public space & infrastructure**	- Part of pedestrian link and ferry wharve costs budget to be funded by government. - Transfer of land from Ports ($97m), part of pedestrian link to Wynyard ($100m), part site remediation ($112m), headland park ($177m) and other works totalling $1bn funded from developer payments ($103m has already been paid). - Remediation by developer (Barangaroo South)
Step 3 **Preparation for development & subdivision**	- All major public domain and internal roads and construction of or connections to key water and sewer infrastructure provided by developer at Barangaroo South
Step 4 **Buildings & developments**	- Office and retail developments under construction to be owned by institutional investors - Residential, hotel and casino development to come - Prospects for community uses in Barangaroo Central with buildings and open-air spaces for festivals, entertainment, arts, culture and educational activities though nothing committed. Space for cultural facility within the headland park to the north is being built at the moment but the use is to be determined.

Public **Private**

Critique and lessons learnt

With at least $392 m (site, remediation, 1st 'fixed' payments) paid to government before any works at all had commenced (and long before any revenues had been received) it is perhaps not surprising that there was pressure to increase yields via revisions to the plan. The escalation in infrastructure and development costs (since the 2011 audit report mentioned above) has also likely led to a revisiting of the allowable yields.

The NSW Minister of Planning responsible for establishing the initial planning and construction tender process (Frank Sartor) has his own critique of the Barangaroo development (Sartor, 2011) including:

- The 'self-funding' financial arrangement, which creates an in-built pressure to allow for more and more floorspace
- Increasingly wide and tall buildings which will constrain the public domain leaving it 'cramped' and 'with poor amenity' while the 'excessive demand on the project have pushed up the density and bulk, rendering the development mediocre at best'
- The development is now highly contentious which was avoidable.

The NSW Auditor General identified three major risks which could limit Barangaroo's success (Audit Office of NSW, 2011, p3):

- Developer contributions to government being different from those forecasts
- Cost of public domain constructed by government being greater than estimated
- Planned and necessary transport solutions not started and completed on time by government.

To some extent the first two risks have already come to pass and the third may arise because of the increases in yield and the apparent lack of additional transport solutions. For example the City of Sydney has expressed dissatisfaction that there are no signs "any additional measures are being implemented at Barangaroo to offset the significant impact that a 70 per cent increase in GFA (gross floor area) in this location will have on transport infrastructure and services" (Davies, 2014).

Sartor (2011, p124) also suggests that the 'single architect' approach for Barangaroo South (which he had supported) was "ill-advised". In his view, "precinct planning is optimised by a creative tension between the government (or the local council), the designers and planners. It is more about vision than micro design."

The tension that arises with state government as land owner, and the same authority effectively approving plans and assessing development applications (the Minister for Planning) has also recently been raised by some City of Sydney Councillors (see Davies 2014); "This brings with it significant risks, perceptions of bias and lack of independent scrutiny of the development assessment"

The critiques suggest that the Barangaroo project has suffered from a lack of transparency and clarity of purpose. The multiple modifications to the original concept plan to increase the floorspace yields seem to have related more to financial rather than public benefit considerations as would normally be laid out in vision and planning documents. The need to cover escalating infrastructure costs may also have played a part in the approval for a casino on the site (via a single unsolicited proposal and no public tender process and not conforming with an approved concept plan), offering the prospect of direct cash injections to the state government for the licence fee.

Potential lessons from these critiques include:

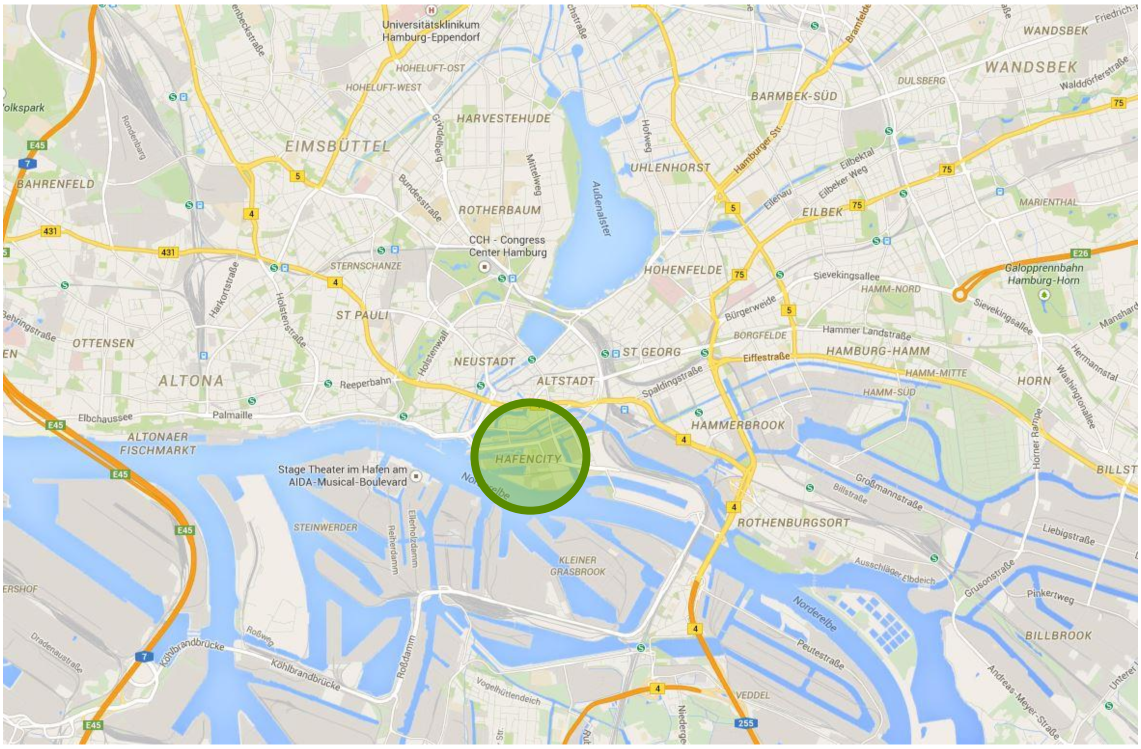
- avoid 'self financing' projects (where financial outcomes are necessarily linked directly to development outcomes) because this may compromise prospects for public interest based planning (and as a by-product may compromise transparency as private commercial aspects are linked so closely to public financial accounting)
- avoid single developer or single architect approaches
- separate ownership, and authority for plan-making and approvals as much as possible
- establish a strong and 'publicly owned' planning framework which provides for a clear 'line of sight' between initial objectives and ultimate development outcomes.

2.6 HafenCity, Hamburg, Germany

The urban renewal area

HafenCity is located on 157 hectares of (mainly) state owned land in the heart of Hamburg at the intersection of the Alster and Elbe Rivers. The population of Hamburg City is 1.77 million, within a metropolitan region of 4.3 million.

FIGURE 12. HAFENCITY LOCATION MAP



Source: Google maps, 2014

Rationale and anticipated outcomes

The area was formerly used for dock activities, but as demand for this space slackened, the City of Hamburg decided to repurpose this area to reflect its ambitions as a “creative city”. In 1997, a public sector development company was established to manage the development – HafenCity Hamburg GmbH, and after an international competition, a masterplan was approved by the Hamburg Senate in 2000.

The masterplan aimed to create a “close-grained and diverse mix of uses” including housing with a range of price points, office space for different kinds of companies, as well as retail and public domain space. The development is staged from west to east, with twelve sub precincts planned with different identities and different typologies. The masterplan was revised in 2010 to provide detail for how the eastern end of the site would be developed. After public consultation, the original target of 1.5 million sqm of GFA has been revised to 2.32 million for the whole site, with increased density as well as increased open space. Development is expected to continue until the mid-2020s. Sustainability is a key principle of development, and the City committed to new rail lines and stations as an early part of the planning for HafenCity.

The new floor area of 2.32 million square metres represents a 40 percent increase in the city centre area. More than 6000 homes and more than 45,000 jobs are anticipated. The development will also include 28 hectares of public parks, squares and promenades. The breakdown of above ground GFA is:

– 700,000 sqm of living spaces
– 215,000 sqm of commercial and public amenity uses in ground floors (i.e. retail, catering, exhibition space and services)
– 1.1 million sqm of office space
– 310,000 sqm for education, academia, culture, leisure, hotels etc.

FIGURE 13. HAFENCITY, HAMBURG

Source: http://www.hafecity.com

Roles and process

HafenCity Hamburg GmbH is a 100 percent subsidiary of the Free and Hanseatic City of Hamburg. The supervisory board of HafenCity Hamburg GmbH is chaired by the mayor and consists of members of the city senate.

HafenCity Hamburg GmbH oversees all activities as the city's manager of development, property owner and developer of infrastructure. HafenCity Hamburg GmbH:

– is responsible for the "special city and port assets" fund, which holds land owned by the City of Hamburg on the HafenCity site. Proceeds of these land sales go to finance roads, bridges, squares parks, quays, and promenades.
– creates the development blocks and contracts the developers and larger users, and is responsible for public relations and communication.

No single developer is in control of any significant portion of the site, and HafenCity Hamburg GmbH retains strong control over the direction of the development.

In this model the government accepts the early development risk of infrastructure provision and subdivision, though reaps uplift in future land sales. The private sector is responsible for building on individual development lots.

HafenCity represents private investment of around 8.5 billion euros, and 2.4 billion euros of public investment, of which 1.5 billion euros has so far been financed from land sales around HafenCity

TABLE 6. SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	- **State-owned land** - State agency (Berlin Senate for Urban Development), or state owned development company (Hafen City Hamburg GmbH) owns the land, manages the project - Detailed visioning and master planning, blueprint approved by Parliament - Sustainability and other performance targets established - Design, public domain framework and plan and land use principles established including ground floor activation requirement for most buildings - Zoning plans subject to consultation (approved by 'Commission of Urban Development') -
Step 2 **Public space & infrastructure**	- Site preparation by state (agency or company) - Construction of or connections to energy, water and sewer infrastructure by state (Hafen City Hamburg GmbH) including the sustainability initiative of 'district heating' - Construction of main roads and streets, public domain (quays, promenades) and parks by state - Public transport provision by transport agency -
Step 3 **Preparation for development & subdivision**	- Small development blocks created by the state - Bid process for blocks but sale and contract deferred until detailed design and permit applications completed
Step 4 **Buildings & developments**	- Major community and public facilities (including concert hall, museum, science centre, university, school, cruise centre) - Most developments subject to design competition - Residential (private and 'co-op' for lower rent at Hafen City) - Commercial / retail

Public **Private**

Critique and lessons learnt

The project is generally lauded though an alliance of nearly 30 community groups in Hamburg, known as "Recht auf Stadt" (Right to the City), have been highly vocal in their criticism of HafenCity. In particular, they have attacked the neoliberal agenda underpinning the project, for example, the practice of selling community land to the highest bidder (though in the Hafen City literature this is explicitly mentioned as not being the case, with lower bids for better designs being mentioned as a feature to encourage public interest outcomes). The group have attracted significant local and national media attention in Germany, criticising:

– Government encouragement of high value housing in HafenCity while cutting social housing budgets which has increased social polarisation
– Investment in prestigious landmarks (e.g. Elphilarmonie concert hall) with ballooning construction costs despite cuts in public expenditure in other areas.
– Some community groups are arguing that because there has been such a high level of investment in HafenCity there are insufficient funds for other areas that are less visible and "attractive" for target investment groups (Brodowski et al 2011).
– Sales and options on land purchases have to be approved by the Land Commission. It is not automatically the highest bidder that is accepted. The final decision often goes in favour of the most convincing usage concept, including adherence to the declared objective of creating a fine-grained mix of uses. A 'Preliminary Handover' procedure has also proved effective. The best bidder receives the land for one year for planning purposes. In this time the bidder organises an architectural competition (in conjunction with the City of Hamburg), commissions surveys, seeks to secure tenants or users and prepares permit application materials. The bidder and Hafen City Hamburg GmbH are in constant dialogue during this period, at the end of which the purchase contract is

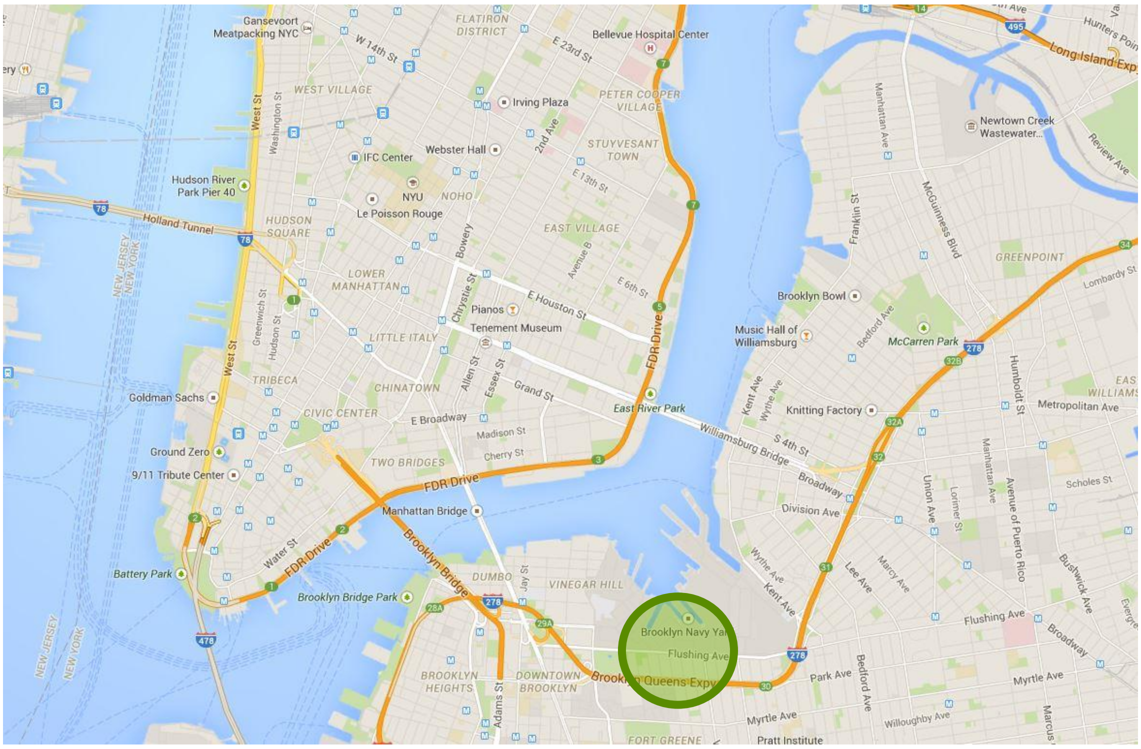
finalised. The benefit for the developer is that it does not have to finance the purchase until the end of the procedure. At the same time the city can exert some ongoing control ensuring that the final proposal is consistent with the original usage concepts and winning bid. If a developer does not honour its commitments the land can be withdrawn and a new developer found. A cooperative approach is fostered. Both city and developer minimises their risks in the interests of quality.

2.7 Brooklyn Naval Yards, New York, United States

The urban renewal area

The Brooklyn Navy Yard is a 300 acre (4 million square feet) site. It was formally owned by the United States Navy until 1966 and was one of the primary navy shipbuilding facilities in the country.

FIGURE 14.   BROOKLYN NAVY YARDS LOCATION MAP



Source: Google maps, 2014

Rationale and anticipated outcomes

The aim of the renewal project is to create a modern industrial park redevelopment as part of a concerted strategy by the City of New York to create a "stabilizing hub" for the manufacturing sector in New York. Following the Navy Yard's closure, the City took ownership of the yard and reopened it as an industrial park.

For much of the 1970s, 80s and early 90s the park had only a few large tenants, mainly in shipbuilding and returned mixed results. While city owned, the Yard is managed by the non-profit Brooklyn Navy yard Development Corporation (BNYDC), who during the 1990s began to diversify the tenant mix, primarily by partitioning large factory spaces into much smaller spaces and changing the leasing structure to attract smaller manufacturers. Today the yard is home to over 2,500 new jobs (the site directly supports over 330 industrial tenants employing more than 6,400 people, up from 3,600 in 2001) with an expectation of many more by project completion.

FIGURE 15. BROOKLYN NAVY YARD DEVELOPMENT MAP

Source: Brooklyn Navy Yard Development Corporation, 2014

The development has a relatively narrow focus, on maintaining industrial and manufacturing opportunities, and does not serve multiple objectives contained in a government policy document.

Roles and process

It is the responsibility of BNYDC to prepare development proposals and take them to market, as well as act as landlord to the final tenants. BNYDC is responsible for selecting the winning tenderer and then enters into exclusive negotiations to finalise the deal. BNYDC retains ownership over the site on behalf of the City of New York; winning tenderers are awarded long term leases.

The not-for profit status of the BNYDC appears to have been an important factor in achieving its stated mission, "to promote local economic development and job creation, develop underutilized areas and oversee modernization of the Yard's infrastructure and assets while maintaining its historical integrity". The project has been rolled out incrementally, with a focus on ensuring that the values of the site as a manufacturing hub are protected and enhanced, and avoiding potentially conflicting residential uses.

The cost of delivery of this major project is being split between a number of government, private sector and not-for-profit or third sector funding sources. For example, funding for BLDG 77, expected to be completed in 2016, is intended to be sourced from institutional capital providers, assisted by tax credit systems not typically available in Australia, as well as regional government grants. This is to cover $140 million of base building improvements for adaptive reuse of a 17 storey, 960,000 square foot building. However, it was capital grants funding from the City of New York which has provided the major support for the site redevelopment. Importantly, the BNYDC's previous track record of successfully managing the site and transitioning uses from large-scale manufacturing to smaller scale industries was important in securing project funding from the City.

As further example of the BNYDC's innovative approach to project financing, in September 2012, GoldmanSachs Urban Investment Group (UIG) made a $7.3 million New Markets Tax Credit equity investment to finance the renovation of the Navy Yard's "Building 128", to convert a complex of three vacant connected steel buildings into a modern light industrial facility.

The BNYDC has also been proactive in involving the wider community and developing the "narrative" of the site, to attract future project partners and investors. The historical values of the site have been protected and publicised through development of the Brooklyn Navy Yard Center at Building 92, an exhibit and visitors centre educated to celebrating the past, present and future of the Yard. A website (Brooklynnavyyard.org) has been created for public viewing, but also to allow tenants and potential tenants to view spaces, communicate, and take part in initiatives that further promote the sustainability of the Brooklyn Navy Yard. Not-for-profit management and oversight also allows for onsite synergies between complimentary and supporting producers to be encouraged through deliberate and considered allocation of premises

A recurring theme in reviews of BNYDC's redevelopment of the Brooklyn Navy Yards is the importance not only of preserving historical manufacturing sites, but of supporting new and innovative manufacturing processes and industries. For example, the Navy Yards supports a strong population of "creative industries" with a dedicated film hub and other smaller scale design-based firms, and has championed sustainable technologies in the development and operations of the tenant businesses.

TABLE 7. SUMMARY OF URBAN RENEWAL DELIVERY PROCESS

Step 1 **Vision & Plan**	**State-owned land** - Government-commissioned not-for-profit organisation, the Brooklyn Navy Yard Development Corporation (BNYDC) manages the project on behalf of City of New York - Concerted effort to protect New York's manufacturing land, whilst increasing employment opportunities - Community engagement but driven by city's strategic employment and housing needs
Step 2 **Public space & infrastructure**	- Utilisation of existing transport infrastructure - Majority of water and sewer infrastructure remains with City of New York
Step 3 **Preparation for development & subdivision**	- Prior to development, BNYDC embarked on tenant diversification and site de-amalgamation process to increase occupancy - Sustainability strategy pushed on site initiatives, including green industrial buildings and on-site solar and wind power - Tender process through development corporation, with private sector granted long-term site leases - BNYDC actively seeks and offers favourable terms to Minority, Women and Locally Owned Business enterprises in both construction and end businesses (awarded approximately 40% of construction value)
Step 4 **Buildings & developments**	- Public and private funding for Steiner Music Campus - Funding from public capital, unsecured loans and grants (US$140 million for base improvements and building refurbishments) - Private investment in a number of other sites within the renewal area (utilising state tax credit system)

Public **Private**

Critique and lessons learnt

The focus of the development on supporting urban manufacturing processes is seen by Friedman (2009) as critical in maintaining and adding to New York's greatest competitive advantages – "diversity, creativity, allure and energy" (Friedman, 2009, p.22). This renewal process differs from many other urban renewal case studies in not being a transformation from one use to another but rather an evolution and investment in an industry central to New York's past and future. Friedman notes that the development of the Yards is actively seeking innovation, by requiring high building development standards and renewable energy technologies to reduce the development's carbon footprint.

The not-for-profit drive of the development corporation enables the development trajectory to privilege these structural economic concerns over shorter-term profit generation.

2.8 Case study objectives and policy targets

Table 8 compares each of the case studies and the degree to which their development was governed by explicit policy targets or identified objectives. It is not exhaustive study. Rather, it assesses seven broad categories and examines key policy documents, development literature and project reviews to establish how prevalent strategic policy outcomes were in the implementation of these urban renewal projects. The Appendix 'appendix
comparison of case study policy targets' provides a more detailed breakdown of each case study's policy requirement.

Housing

- Dwelling targets are set in some of the case study examples, requiring development to provide a minimum number of units. Some case studies require a percentage for affordable housing (rent controlled and managed by community housing providers), particularly the two UK examples which are in areas with high affordable housing pressures.
- Density levels are only set in one of the case studies (King's Cross)

Employment and economy

- Easily quantifiable objectives are found across a number of case studies, specifically job numbers and floorspace (both commercial and retail)
- Some broader policies focus on inclusiveness, support and requirements of local communities to actively benefit through training provision or access to jobs
- Several case studies require or encourage existing land uses to stay e.g. existing land uses are the primary driver of the Brooklyn Yards project.

Transport

- Transport plays an important role in the urban renewal projects. The majority of the case studies relied upon government investment to supplement existing public transport infrastructure and were required to be designed in concert with such improvements (Elephant & Castle & King's Cross)
- There is an implicit emphasis on the role density and mixed-use projects with good public transport links have on health outcomes. Walking is a consistent theme throughout the case studies as is the idea of 'activating public spaces
- The case studies commonly focus on reducing private vehicle use and some set maximum, car parking requirements.

Community facilities

- The two UK examples require new or refurbished community, cultural and recreational facilities that are accessible to new and existing residential populations. Others include such facilities in their developments, without specific requests. Where the government owns the land it is better placed to deliver such outcomes. Where the land is privately owned or has a large private-sector involvement, provision is seen as required for approval or as a means of 'giving back' to the community for development privilege.

Built form

- There are varying degrees of and approaches to built form requirements. Some case studies require specific building height controls. Others are more qualitative, with regular reference to 'high quality' design outcomes, 'activation' of ground floors and 'flexibility' of uses, especially in relation to ground floor uses.
- The nature and value of the existing building stock and uses differs across the case studies and creates different opportunities. Retention of buildings and uses depends on the quality they add to the built environment and the economic opportunities they can provide in future.

TABLE 8. POLICY COMPARISON MATRIX FOR SIX CASE STUDIES

Key policy requirements		Elephant & Castle	King's Cross	Docklands	HafenCity	Brooklyn Navy Yards	Barangaroo
	Majority land ownership: **Public** **Private**	Public	Private	Public	Public	Public	Public
Housing	Dwelling targets	●	●	●	●		
	Affordable Housing targets	●	●	○			●
	Dwelling mix	●	●	○			
	Density levels		●				
Employment & Economy	Job targets	●	●	●	●		
	Commercial and retail floorspace targets	●	○		●		●
	Local job accessibility		●				
	Business investment	○	○	○		●	
	Industry specialisation				○	○	
	Protection of incumbent land use	○	●			○	
Transport	Public transport improvements/provision	○	●	○	●		●
	Car parking standards	●	●		●		●
	Active walking/cycling policies	●	●		●		
Community facilities	Provision of new or improved infrastructure	●	○	○			
	Training opportunities		○				
	Education and health infrastructure	○	○				
	Retail provision for community	●	○				
Built form	Flexibility for change of use		○		●		
	Design quality	○	○				●
	Active frontages	○	○				
	Retention of existing building stock	●	○	○		○	
	Building heights	●			●		
Environment/ sustainability	Residential development energy efficiency targets		●	○	○		
	Commercial development energy efficiency targets		●	○	○	●	●
	Water conservation uses			○			○
	Landfill or waste consideration						●
	On site renewable energy provision	●	○		●		
	Plant species consideration						●
	Open space provision	●	○	○	●		●
Delivery	Phasing requirements		○	○			
	Ownership & control			●			
	Development standards	○	●				

● *Specific policy requirement*

○ *Policy aspiration*

Environment and sustainability

- Sustainability requirements feature heavily in renewal projects commissioned in the latter half of the 2000s. This is primarily due to the issue not being so prevalent when development such as HafenCity and Docklands were commissioned
- These objectives are regularly quantifiable in terms of building energy efficiency targets but extend towards physical infrastructure requirements such as renewable energy integration or contained power generation
- Projects that are older have had sustainable and environmental conditions integrated into the objectives down the track. Given the constant improvements to energy efficiency and broader push for CO2 emission reduction in international policy, this is a constantly evolving series of objectives. For that reason, adding these requirements once development has started is possible, although given that such policies are now mainstream, it would be expected to part of the planning from the outset
- Localised environmental conditions are captured in some sustainability targets. This particular the case with Barangaroo where water consumption is an issue that Sydney faces that is less of an issue in northern hemisphere examples.

Delivery

- Objectives around delivery are the most variable and are particularly important when a site of strategic importance (for instance Kings Cross) is being delivered privately and where transparency of process is more highly sought.

3 BEST PRACTICE PRINCIPLES

3.1 Introduction

There is no single way to undertake urban renewal as it depends on the local context and circumstances. However, it is reasonable to expect that the 'public interest' would be a starting driver for action. Without a public interest motive there would be no need for government action or intervention to facilitate renewal.

The need for a public interest perspective is explicit in a recent paper by Mike Harris (2014). Harris has undertaken a review of literature on the topic and while perhaps overly critical of most urban renewal or megaprojects he argues that

"……large scale urban projects represent a new way of planning the city that is centrally concerned with marketing and the provision of competitive infrastructure….much of today's city making is undertaken by delivering a list of big, often disconnected projects with the primary aim of attracting investment, the benefits of which are almost always reaped by the private sector."

Harris goes on to note the many critiques of operational aspects of these projects including their:
- uncritical global rather than local focus;
- minimal commitment to socially just policies and a focus in profit and competition;
- business-like governance processes that are undemocratic, not seen to be accountable to the city's citizens and don't provide opportunities for public participation.

He notes the similarly consistent criticism of built outcomes as:

- Being similar in look and feel despite being in different cities;
- Typically being made up of large office buildings, luxury residential apartments and iconic architecture rather than the range of uses and activities which make up cities;
- Lacking the layering of old and new, small and big;
- Often self-contained, isolated, and disconnected from the surrounding city;
- Containing, lifeless, predictable and controllable public spaces;
- Indifferent to specificities and uniqueness of context.

If these are the elements of a critique of contemporary urban renewal they represent a useful reference point because their *opposites* should provide some guidance for positive principles for successful renewal based on addressing the public interest.

There is no single or off-the-shelf 'best' approach to renewal. Nevertheless it is possible to draw from the detailed case studies and other examples, to suggest a set of best practice or at least 'desirable' principles, which a public interest perspective, that can be adapted for most circumstances. The possibility of a departure from these generic, desirable principles, where particular or special circumstances apply, should also be recognised and these are also discussed. Core principles which should guide the philosophy of renewal, are distinguished from process related principles, applying more specifically to the specific elements of the renewal process (though aspects overlap).

3.2 Core principles

1. Create 'shared value' for the long term public interest

'Making' or 're-making' a part of the city, which is what might be said to define urban renewal, is no small undertaking. For this reason the history of the city and the long struggle for rights in the city – still on-going – should not be forgotten in the renewal process. Ultimately, this history and the struggle tells us that the re-made part of the city can't belong to any one group or individual, it has to offer shared value to multiple stakeholders. Through the renewal process the government has the power to invest, and coordinate and focus the capacity of private corporations to deliver for those who may not have the power to remake the city, but who should be the focus of value creation – the evolving long term resident community, the daily visitors and workers, the businesses who will innovate and risk capital, and future generations.

So who has a stake in the creation of the shared value? In its broadest sense, the community of stakeholders, in global cities or cities of national or regional importance, stretches on a continuum from the global community, where stakeholders may be corporations or government agencies who view projects as ways to generate profits and brand development opportunities, all the way through to the current and future local community or residents, who are the 'everyday' of the project. Visitors, children, the underprivileged, workers and students might be others worthy of and seeking a piece of the shared value, somewhere on the continuum.

Ultimately, the 'communities' for whom the value is created to share should be those with long-term interests, not transient stakeholders with a primary focus on value extraction and repatriation.

SNAPSHOT: THE NECESSITY OF CORPORATE 'SHARED VALUES'

Organisational management and business consultant Michael Porter identified the need for corporations to have more than short-term profits driving their decision-making. He contends that companies must have 'shared-values' 'that enhance the competitiveness of a company while simultaneously advancing the economic and social conditions in which it operates' (Porter & Kramer, 2011 p66).

The theory proposes that corporations 'trapped' in outdated business models of value creation are eroding the legitimacy of business in the broader economic, environmental and social sphere. This is manifest in the societal backlash at profit-driven organisations benefiting from global problems, at the expense of communities. Porter suggests that companies that embrace their role in society and take responsibility for it (often referred to as Corporate social Responsibility) gain competitive advantage by appealing to customers through business practices that both create value both for corporations AND society.

Multinational corporations have seen the value in this approach and invested in it, with Goldman Sachs developing their model called 'Social Impact Bonds' as a process for delivering on public policy challengers through Public-Private Partnerships (PPPs).

Urban renewal projects must follow the same path. It is evident that private involvement must make a return on investment in order to deliver these projects. However, the community that must live in and interact with the resultant developments should too gain value from this process.

2. Develop the plan with stakeholders

Part of delivering on the shared value idea is to engage with the community and establish meaningful stakeholder engagement and representation in preparing the plan.

Urban renewal that takes place within an existing and ongoing community should share the development of vision and planning from an early stage to encourage ownership within the community. Renewal projects that exist without a direct incumbent community (a redevelopment of industrial lands for example) should heavily invest in information-sharing to raise awareness and acceptance of the process across the wider urban community.

In these and many other cases it would be desirable to engage with the wider community to recognise the benefits that urban renewal can bring to a wider region. While not focussed on a single renewal project the City of Sydney's Sustainable Sydney 2030 vision process sought to engage the wider community in understanding the role and benefits of high quality renewal in particular locations (using illustrative examples for Green Square, Redfern Waterloo, Darling Harbour, Central Station etc) in achieving affordability and sustainability aims.

A balance obviously needs to be struck between community engagement which is narrowly focussed on local short term interests and that which draws out local knowledge and historical commitments to inform and underpin planning. Just like a government may be accused of acting for sectional interests the community will disempower itself where it is not willing to engage in the broader public interest potential of the renewal.

This 'balancing act' can be greatly assisted by adopting rigorous, transparent and holistic appraisal methods which can provide a common platform for all stakeholders in the planning and evaluation process. To be truly influential in the debate the community stakeholders themselves needs to engage with key decision making techniques such as cost benefit analysis which can in fact be utilised to promote community and non-financial values. Seeking legitimacy purely through representation of local interests is likely to be insufficient and compromise the benefits that could flow to future and regional communities.

At the Bays the 'community' does not equate just to neighbouring residents, as important as they are. The Bays' stakeholders are many, including leaseholders, users and the existing and future wider Sydney residents or businesses that might benefit from the area's development over time. Nevertheless, local community values should inform development options or directions, where demonstrably contributing to the wider public interest.

Sherry Arnstein's 1969 work on the objectives and degrees of citizen participation assist in differentiating genuine empowerment from token gestures or worse (see snapshot).

SNAPSHOT: OBJECTIVES AND DEGREES OF CITIZEN PARTICIPATION

In 1969, Sherry Arnstein published a paper in the Journal the American Institute of Planners where she outlined eight types of consultation with the community. She referred to this as the Ladder of Citizen Participation. The higher rungs of the ladder had a greater degree of power given to citizens, while the lower rungs were methods which Arnstein referred to as having been contrived as a '…substitute for genuine participation' (Arnstein, 1969).

TABLE 9. EIGHT RUNGS ON A LADDER OF CITIZEN PARTICIPATION

8	Citizen Control	Degrees of citizen power
7	Delegated power	
6	Partnership	
5	Placation	Degrees of tokenism
4	Consultation	
3	Informing	
2	Therapy	Non-participation
1	Manipulation	

Source: Arnstein, 1969

Irrespective of where engagement falls on Arnstein's scale, Dovers (2005) suggests that the process of consultation should be premised on the following five objectives.

- Opportunities for participation should be *genuine*
- Opportunities for participation should be *clear*
- Participation should be *sustained*
- Approaches to participation should be *flexible*
- Participation should be *appropriately resourced*

3. Take a long term view

Where planning and delivery time frames for major renewal projects are unrealistically compressed it is likely that the project rationale and objectives may be misguided. City building can-not be put 'on fast forward' or made to fit an electoral or development cycle for example.

Some precincts may have short term prospects to satisfy particular hot property markets or meet pressing objectives, but in general a long term view should be adopted. This reflects the fact that enduring and authentic development will take time, that a commitment to the public interest and shared value necessitates an inclusive approach which can also take time, while future development stages should have the flexibility to be able to adapt to market and social changes. Plans for those stages beyond say 10 years should be less prescriptive.

At Hafen City a staged development plan is proposed with development from west to east, with each of the 12 (sub) quarters planned with a different identity with different urban typologies. Development is expected to occur until the mid-2020s and plans for later stages are less detailed than those for the early stages.

The area of the Bays is large. Many of the precincts are actively used. A long term staging plan is required, including flexibility and even 'in-built' short to medium term redundancy to allow for future change to accommodate Sydney's needs. From a public interest perspective there may not be any need to develop the Bays 'in a hurry'.

4. Agree the non-negotiables, including design standards

There is rarely a 'blank canvas' in planning for the future. Policies may outline prescriptions that need to be accommodated; contemporary community expectations need to be understood and codified for the precinct in question; existing tenants or leaseholders will have rights that need to be respected; undisputed urban design prescriptions or minimum standards need to be settled. These 'non-negotiables' need to be agreed to frame and inform the planning process which is generating the development options.

At the Bays non-negotiables might cover a range of items (many of which could appear in the recent or past planning documents for the area) including:

– the need for a commitment to quality design;
– respect for existing lease terms;
– providing progressive public access to all of the foreshore
– no overshadowing of key public domain by new buildings
– social mix and a commitment to a fixed share of affordable housing (say 35%).

5. Agree a reasonable financial profile – minimising up-front costs and de-risking development while providing an appropriate return on government land and infrastructure investments

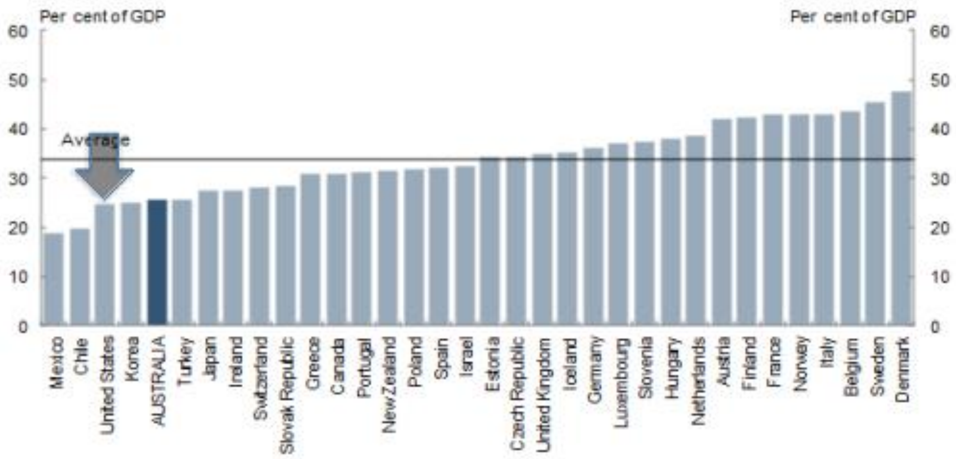
This would cover how the site is expected to perform from a financial perspective. Again, it starts setting the parameters for the generation of development options, but the case study experience also shows that it is fundamental to whether public interest outcomes are served.

Australia stands out amongst OECD countries in terms of vertical fiscal imbalance and the 'municipalisation' of the States. By way of example, while Australia and the US report the same overall tax take, at around one quarter of GDP, central government in the US collects less than 40% of all taxes in that country compared to the Commonwealth's 82% in Australia.

A significant proportion of the taxes collected by the Commonwealth are cycled back to the States and Territories, including the GST. But there are often strings attached as well as wastage as the national government utilises the constitutional and related taxing powers it has accumulated.

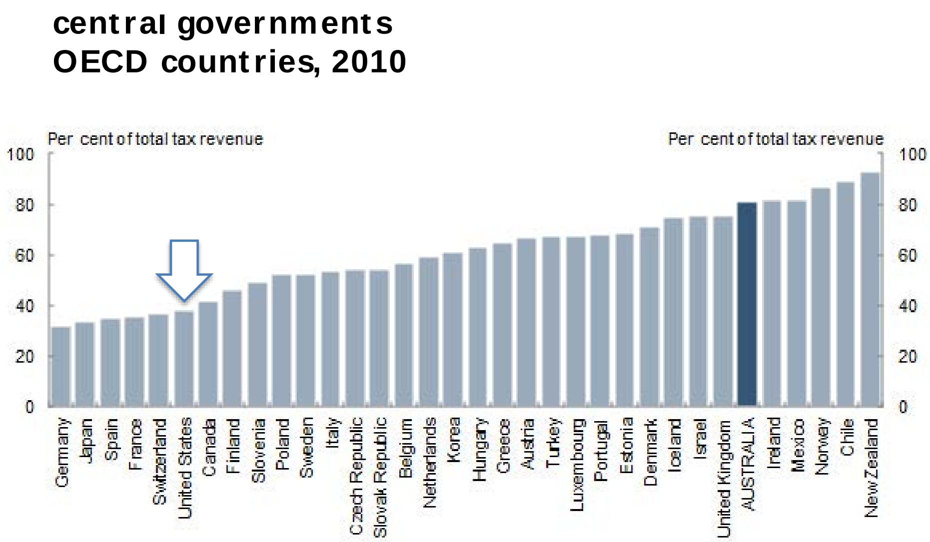
In summary the Commonwealth collects most of the tax revenues and 'drip feeds' the states. State revenue raising is generally stagnant in the face of escalating demands.

FIGURE 16. TAX-TO-GDP RATIO FOR OECD COUNTRIES, 2010



Source: Commonwealth Treasury, 2013

FIGURE 17. PERCENTAGE OF TOTAL TAX REVENUES ATTRIBUTABLE TO CENTRAL GOVERNMENTS – OECD COUNTRIES 2010



Source: Commonwealth Treasury, 2013

Inevitably, cash injections to State coffers become a critical consideration when contemplating urban renewal strategies for large, government owned sites such as in the Bays Precinct. Indeed, financial returns to Government can trump the economic, social and environmental returns to the community at large. That is, Governments might prioritise high yield private sector propositions (e.g. casinos) over land use mixes that are more advantageous for the economic development of the region. Even if Governments can resist this, there may be a tendency to trade off long term value gain in the precinct – in terms of cash returns to the State – for an up-front payment.

Similarly, State Governments have little incentive, tax wise, to optimize urban renewal from a productivity perspective, because two thirds of the uplift in taxes arising from this will flow to the Commonwealth. For this reason, models like Tax Increment Financing, which are used extensively in the US, are generally not applicable in Australia. More generally, financing and value capture mechanisms which rely on local tax discretion (see Figure 18) are typically irrelevant in an Australian context.

The structural solution to this problem is to rebalance tax raising and spending responsibilities, such as is being canvassed in the current 'renovating the federation debate'.

However, this is a long-term project. In the meantime, State Governments might look at alternative strategies. These can include:

- Developing the land in joint ventures, where the State retains an equity stake. These arrangements can work well where the land in question has prime development potential, such as in the Bays Precinct.
- As a variation to the foregoing strategy, selling development rights with value sharing arrangements built in so that the community gains a share of rising property prices.
- Leasing the land, instead of selling the freehold. The lease period would need to be lengthy to attract substantial investment – say 50 years plus – but ultimately the value created via public investment in infrastructure would flow back to the community.
- Introducing deferred infrastructure charges, which provide an incentive for early investment and retain the capacity to garner some of the uplift in land value over time. A strategy of this type is being applied in the Revitalising Central Dandenong project in Victoria.

At Hafen City the German model is for up-front investment in major public transport and other infrastructure and disposal of land late in the development process so that the government maximises its share of the uplift value in land, once development approval has been granted and investment in infrastructure has been capitalised into land values. This in effect operates as a 'line of credit' to the development in a 'spend-develop-reap value uplift-spend-develop-reap value uplift' cycle. This approach (also used in a truncated way at Docklands) is in stark contrast to the Barangaroo model where the development alone is meant to generate the direct revenues for the site infrastructure spending.

SNAPSHOT: THE STRUCTURE OF A FINANCE AGREEMENT

The following is summary of the finance agreement held between Southwark Council and Lend Lease for the Elephant and Castle regeneration project.

- The developer logs its planning, design and development costs (the 'development account' is externally audited quarterly) and will receive a fixed percentage return on these as revenue on property sales is received.
- The land value has been calculated by a valuer and is included as a development cost.
- Land plots are kept by Council until planning permission for development on these plots is granted. The plot is then provided to the developer on a 99 year lease. The developer pays for the land at the valuation price at this time.
- Any residual net revenue on land sales after development is split 50:50 between Council and the developer.

The aim is to recognise that the government is best placed to carry early development risk associated with planning, providing the infrastructure and preparing the site for development, because the beneficiaries of this are distributed widely including beyond the site and through different generations. This inevitably means that some up-front financing should be provided by government but also, that as land is sold and private sector development proceeds, the government should be entitled to an appropriate share of the land value realised, to fund a return on its early investment.

FIGURE 18. LOCAL FINANCIAL TOOLS BROADLY USED FOR BROWNFIELD FINANCING

Tax Increment Financing (TIF)	TIF is the most common form of local support and a key part of a strategy to address financing gaps. The TIF mechanism uses anticipated growth in property taxes from a development project to finance public sector investments therein. It is usually used in economically distressed or abandoned areas. TIF bonds are issued for the specific purposes of the redevelopment, such as acquiring and preparing the site, cleanup, upgrading utilities, streets or parking facilities, as well as carrying out other necessary site preparations and improvements.
Special Service Areas or Taxing Districts	Cities can delineate a "special service area" and use it as a way to raise cash to finance extra services, improvements, or facilities to benefit the targeted area. The property owners in a special service area agree that a special property levy or special fee will be imposed, with the proceeds used to pay for the defined services or activities. The jurisdiction uses this additional revenue to finance the improvements, by either earmarking it directly for the area, or using it to issue bonds to fund the projects.
Tax Abatements	These are reductions of, or forgiveness for tax liabilities. There are usually two forms of tax abatement: - a reduction in rates for a specified period (5-10 years); - a freeze on property values, usually at a pre-improvement stage. It is a workable, flexible incentive which helps influence private investment decisions, but it has to be carefully designed to target intended beneficiaries without offering unnecessary subsidies, a feat that can be difficult to accomplish. Tax Abatements are commonly used to stimulate investments in building improvements or new construction in areas where property taxes or other conditions discourage private investment.
Local Revolving Loan Funds	Revolving funds are usually established to meet specific objectives of the city. They can be used i.e., for clean-up, removals, etc. After the loan is repaid to the fund, money is available for new projects.
General Obligation Bonds	General Obligation Bonds can be issued for any proper public purpose which pertains to its local government and affairs. They can be used to support brownfield cleanup and reuse projects, as well as for acquiring land, preparing sites, and making infrastructure improvements.
Debt Leveraging	Debt leveraging is a strategy that increases the return on equity when the investment is financed partially with borrowed money. In the case of brownfields, a public entity can serve that purpose by fronting the capital to make private investment less risky. This strategy has not been used much, but it has been effective in attracting private capital to brownfield sites.
Fees or Fines for Brownfield Activities	The collected fines or inspection fees can be collected and devoted to urban projects instead of having these resources disappear into the general local fund.

Source: Bartsch, 2002 in Medda et al 2011

6. Establish clear development objectives

With a clear understanding of the development rationale and the non-negotiables, the planning process involving engagement with stakeholders, should develop and confirm clear objectives. The best objectives are not 'motherhood statements' but anticipate physical, economic and social outcomes in the place of focus. To this end they should be measurable.

The case studies section concluded with a summary of the range of objectives included in other renewal projects. These ranged from dwelling mix and targets, to the protection of incumbent land uses to energy efficiency targets to open space provision to ownership and controls. This list would be a useful reference for the sort of objectives that might be considered for the Bays development.

7. Establish clear development options to meet objectives

There may be multiple ways to achieve objectives. A rigorous planning process involves the development and evaluation of multiple possible future options. The options can-not be properly evaluated unless a 'base case' is also established. The base case estimates what might happen without the urban renewal intervention or project.

The development options identified through the planning process can then be compared to the base case and a much clearer picture of marginal benefits and costs associated with any particular development option will emerge.

At the Bays the base case involves the continued use of the precinct for harbour based shipping and recreational boating but it also includes the continued decline of the White Bay power station and underutilised land. There are inherent benefits and costs in the business as usual case which need to be weighed against any proposed changes suggested by different future development options.

8. Embody 'localness' and reintegrate with surrounds

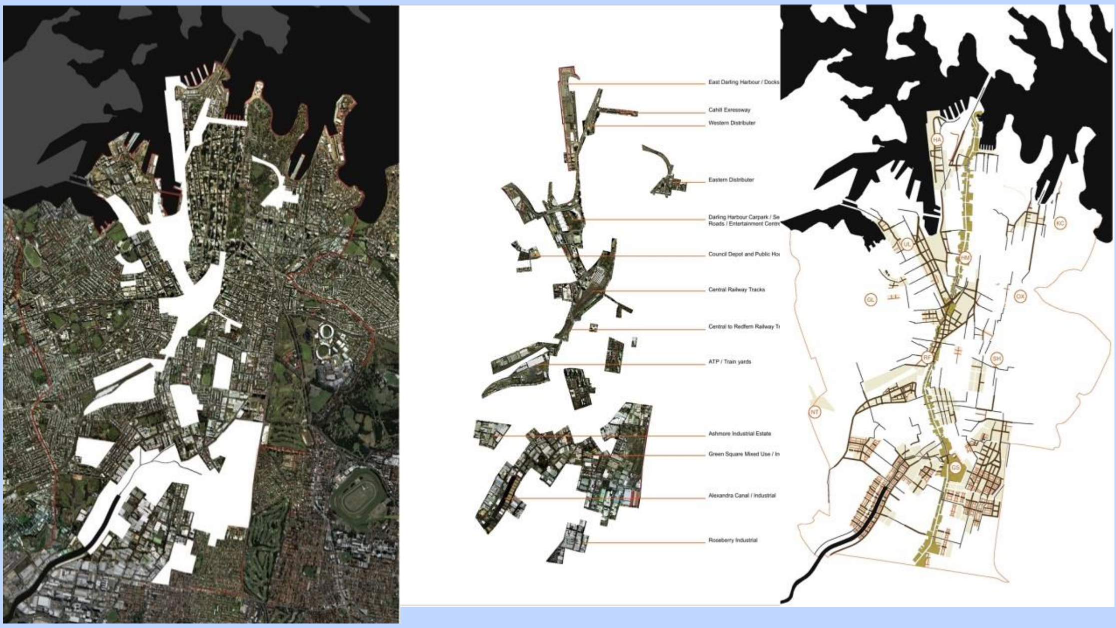
One of the major critiques of major urban renewal projects is the way that the desire to build an economic 'brand' through the renewal process (in particular in second or third-tier global cities such as Sydney), leads to homogenous urban landscapes, interchangeable with any number of other global renewal projects.

Ultimately though reputation derives from the extent to which an authentic local 'vibe' is able to be captured, and then projected nationally or globally.

Local distinctiveness, derived from the street pattern, services, landscape, climate and socio-cultural idiosyncrasies (among others) should be embedded in the vision for renewal projects in order to create identity and engender community acceptance.

At the Bays, as in Sydney's other renewal an area, the opportunity exists to re-integrate with the surrounding city – to welcome the 'local back in'. This image, generated during the development of the Sustainable Sydney 2030 project by Simpson + Wilson, highlights how the railways and industrial areas have separated parts of the city. As these areas are renewed they should feel like the rest of the city.

REINTEGRATE



Source: simpson + wilson

9. Evaluate options from a holistic perspective with the aim of maximising net community benefits

As mentioned earlier development options should be tested from a holistic, society wide perspective. The aim is to maximise net community benefits. This will involve the use of rigorous cost benefit analysis (CBA) which evaluates the marginal differences in costs and benefits of the different development options, compared to a 'business as usual' or 'base case'.

Unfortunately economics is often seen as the 'enemy', involving the elevation of short term financial gain over the long term interests of the city. But this misunderstands its potential in the urban renewal context where it can be brought to bear to evaluate the contribution of different potential options to social or community wellbeing.

The CBA technique compares the traded benefits (explicit financial returns generated by the development) and the non traded benefits (which are received by parties external to the immediate financial transaction) with the traded costs (direct labour, land and capital invested in the project) and non-traded costs (felt by external parties as a result of the construction or operation of the project once complete), to identify whether there is a surplus of benefits over costs. Using well established and rigorous techniques this means it is possible to value items which the community typically rates highly such as

– Open space
– Social capital
– Urban amenity
– Heritage/culture

Not all aspects or impacts are able to be quantitatively valued but a CBA also requires the documentation of non-quantifiable costs and benefits so these can be considered in the ledger.

Without using such techniques (notwithstanding their limitations) it may be that financial considerations or otherwise vague community aims end up dominating choices between options. This does not necessarily allow for judgements which serve the long term public interest.

10. Align procurement model with the planning vision

Ultimately the governance, implementation and procurement path – the way the development proceeds - should be determined by the planning vision. The aims and objectives should drive a bespoke rather than off the shelf approach to procurement.

The case study experience shows that in general, an approach which allows for as many owners, architects, investors and developers as possible, is more likely to deliver the shared value, authenticity and diversity that a planning vision will usually embrace. To achieve this it may mean that the government has a greater role as infrastructure provider and developer, prior to multiple private sector players becoming involved in individual housing or commercial projects. This is certainly the model adopted at Hafen City in Hamburg.

It may be that a smaller project, with a more limited range of objectives, would opt for a single developer solution (though this of course doesn't necessarily mean a single architect solution because the developer may choose their own subdivision and development approach). Southwark Council have opted for a single developer solution at Elephant and Castle which is principally a residential redevelopment; though it may be that this was more driven by risk management than reflecting a relatively narrow set of objectives that it was felt could be delivered with a single developer.

At the Bays the complexity and long term nature of the project, and the ultimate planning vision which will have multiple objectives, are likely to demand that a multi-pronged procurement approach be adopted, one that certainly encourages multiple players.

3.3 Process related principles

These principles relate particularly to establishing a best practice process from rationale through the steps in development to the governance and monitoring arrangements. In some instances there is overlap with or confirmation of the core principles where these also deal with process elements.

Rationale

Articulate the link to the public interest in rationale
The reason for the renewal needs to be clear. What policies are served by intervention? What social, economic or environmental problems are being addressed?

Vision and planning

Ensure a rigorous strategic planning process

Such a process would typically involve the following steps:

- analysis of metropolitan and regional context,
- engagement with agencies and the community on issues and needs,
- analysis of constraints and opportunities of the place,
- demographic and economic forecasting,
- positioning and visioning,
- establishment of objectives and ultimate performance metrics (see the summary to the case studies for the sort of targets and outcomes expected of different renewal projects),
- development of options,
- financial performance of options
- 'cost benefit analysis (CBA) of options,

- preferred option plan development and consultation,
- design/public domain principles,
- infrastructure planning including agency endorsement,
- governance design,
- implementation and procurement planning,
- statutory controls

Ensure final plans have a vision and clear, measurable objectives
The final concept plan should include a compelling vision, embodying transformation and the promise of a better future, defined by clear and measurable objectives or targets (e.g. more than 30% affordable housing) that derive from the 'non-negotiables' and planning process, that are understood and embraced by stakeholder groups. Progress against these objectives should be monitored.

Plans should identify logical development stages
If a development horizon exceeds five years, a development should be staged in order to not cordon off a large section of the city for an extended period and to manage delivery risks. The staging sequence should consider coordination of critical site-wide infrastructure (such as road, power and sewer networks) as well as the impact on the surrounding area. For areas where development is not likely to occur within 10 to 15 years, detailed planning on lots (outside of site-wide infrastructure planning) should be deferred.

Avoid overly prescriptive controls
Block planning, envelope controls and desired outcomes should be preferred over highly detailed prescriptive controls. In other words the plan should not be the design. Renewal projects take place in timeframes of up to 20 years. Overly prescriptive plans lack flexibility to respond to emerging technological advancements or global trends and can be hamstrung by conflicts arising in the detailed design process.

Maintain a detailed record of the decision-making process
Documenting the process, ideally through independent sources or with auditable methods, provides a powerful tool upon which to support objectives and outcomes. It enhances probity and therefore credibility as well as providing a valuable record for future evaluation or review processes.

Assess departures from the plan against original vision and objectives.
Changes to plans in long-term projects are inevitable and should be anticipated. Any changes should be tested against the project's original vision and objectives as a minimum, and if departing from these then be subject to a cost-benefit analysis. Any changes should be taken back to the public for further consultation and thereafter confirmed as appropriate by the relevant agency or board prior to approval.

SNAPSHOT: INDEPENDENT REVIEW OF PLAN CHANGES - THE INVOLVEMENT OF THE PLANNING INSPECTORATE IN THE CANADA WATER AREA ACTION PLAN, LONDON

In 2012, Southwark Council formally adopted the Area Action Plan (AAP), a planning vision outlining the council's vision and requirement for development of Canada Water on the Thames. The adoption of the AAP followed years of iterative policy development and extensive community consultation, culminating in the submission to the UK Planning Inspectorate for public examination into the plan's relevance, soundness and justification.

Source: Southwark Council, 2014

The Examination in Public (EIP) process required Council to formally announce the submission and call for comments. These were assessed by the Planning Inspectorate's nominated inspector, who ultimately found the AAP sound and recommended it for adoption.

Following the adoption, a key landowner, the Daily Mail Group, who held significant land holdings in the area, announced the movement of its printing operations. This fundamentally altered the structures and opportunities for the area, necessitating a review of the plan. Consequently, these major changes required a further review of their soundness and justification and Southwark Council has been required to submit these changes again to the Planning Inspectorate for review. These changes were submitted in May 2014.

Provision of public space and development infrastructure

Provide key development infrastructure prior to or with development
The values that the development embodies – its quality, attributes and potential image - is best achieved if the major public domain and development infrastructure including public transport is provided prior to or alongside development. This immediately brands the development consistent with the objectives it is trying to meet (e.g. public transport, pedestrian paths and cycleways will instantly make a statement about the transport characteristics and potential of the area).

Encourage innovation in infrastructure provision to achieve transformation
Sometimes 'standard' provision of infrastructure is insufficient where a renewal precinct is striving for an ambitious sustainability target (e.g. share of recycled water, major reduction in greenhouse emissions). The opportunity to open up infrastructure markets to third party providers (to enable them to compete with the monopoly public providers) should be considered where this is the case. Such arrangements should be subject to appropriate value, timeliness, innovation and risk comparators to ensure the public sector is not burdened with extra costs or obligations.

Establish a clear development contribution regime which minimises up-front costs
A broad critique of the UK development contributions structure in place for both Elephant and Castle and King's Cross was the complexity and perceived lack of transparency around the contribution arrangement negotiation process. This was exacerbated by Southwark's historic 'trust tension' between local community and Southwark Council. The UK has since moved from this to Community Infrastructure Levies with identified levies.

NSW has had pre-notified levy systems (via section 94 contributions plans) in place for some time which is desirable though it is important that development contributions to be paid up-front are minimised, and that they are only levied for infrastructure required to allow development to commence. Funding for other infrastructure would be captured by value sharing arrangements.

Preparation for development and subdivision

Provide the smallest superlots possible
The idea of maximising the number of developers, architects, investors and builders etc to contribute to diversity is assisted by modest development parcels (that is the smallest lots/superlots possible). Obviously this is undertaken in line with the project or precinct's function and considering use, expected densities, infrastructure requirements, topography and so on. This process facilitates a 'normal' sale to developers.

SNAPSHOT: BORNEO-SPORENBURG, AMSTERDAM, NETHERLANDS

A waterfront, dockland renewal project on the outskirts of Amsterdam, Borneo-Sporenburg's success lies in its use of design controls and parameters, without dictating building types. The outcome, with multiple design styles maintaining remarkable built form consistency, strongly evokes Amsterdam's vernacular canal house typology.

Source: West8 (www.west8.nl)

Where the market is poor or where scale is required to reap sufficient value, larger lots may be useful in attracting consortia and capital. They reduce development constraints and hand the developer greater control over the design process. If larger superlot sizes are chosen by the development authority, the reason for the choice -consistent with the sort of logic mentioned here - should be explicitly documented.

Opting for a larger superlot just to reduce risks for government is likely to otherwise add to development costs, because the developer will face early financing obligations (at commercial interest rates and anticipated rates of return), which will put pressure on yields to increase revenues, potentially compromising the achievement of public interest objectives.

Offer development sites on an open basis with maximum participation possible

Again, diversity and innovation is more likely where multiple developers are able to bid for the available sites.

In some circumstances, such in King's Cross, the development site is privately owned. This situation can expedite the delivery of a project as the land is not subject to multiple land ownership negotiations, there is no need for cross-sector partnership (such as with the local government) and the landowners do not have to consider 'highest and best use' value gains for the broader community that local governments do. In such cases, it is imperative that a strong working relationship between the landowner and the council is established and that the government's strategic planning objectives inform the development, ideally through a statutory planning document.

Multiple stakeholders can often make the development of renewal sites a messy process and creates a situation of 'too many cooks spoiling the broth'. Again, it is incumbent upon the local government of development agency acting for the public to ensure that through the multiple voices, key issues are identified and addressed that add value to the development for the widest number of stakeholders.

Design competitions are another process in procuring better development outcomes, as it creates contestability which pushes designers further. They are often used to procure design visions for 'landmark' urban renewal projects, for instance at Barangaroo in Sydney. Design competitions attract international entrants and are viewed by some designers as a means to test innovative approaches or design styles that may not be appropriate in traditional 'real' projects.

At HafenCity design competitions are utilised at the site level when developers are bidding for sites. Lower prices for sites are accepted where the design achieves identifiable public benefits and design quality.

Design competitions expose projects to multiple ideas; however, they run the risk of having no contextual relationship given the designer's lack of local knowledge. Harris (2014) quotes an interview with Richard Rogers, responsible for the Barangaroo masterplanning, who was concerned about his lack of knowledge of the sites and what it needs. Clearly, in these circumstances, the competition brief is critical to achieving the vision and objectives, and this should reflect the preferred development option chosen after an evaluation of alternatives.

Development mix and built form

Allow the private sector to determine built form within the public domain framework

Within pre-determined building envelopes and broad controls, private sector development should be allowed to explore built form possibilities. This can help foster local distinctiveness; encourage design innovation and further architectural vernacular.

In the case of many renewal projects aimed at attracting international investment either directly or to the host city, there has been a recent trend of using internationally-recognised architects to put a project on the map. In some cases, such as Bilbao in Spain, a single building can transform a wider urban area. However, this should not be considered the norm and buildings should respond to the shared characteristics that arise from a project's visions and objectives. These projects can often absorb disproportionate amounts of project budgets that could be more appropriately spent on other elements of the renewal process.

SNAPSHOT: A CAUTIOUS APPROACH TO PRESCRIPTION OF DESIGN OUTCOMES

Overly prescriptive design outcomes are the tenet of New Urbanism – an urban design movement that encourages walkability and built form legibility, but is criticised as being overtly prescriptive and delivering 'pastiche', neo-classic semi-urban development.

Seaside, Florida, constructed in 1981, is seen as a classic 'new urbanist' development and provides an example of built form consistency.

Source: destingulfproperties.com (www.destingulfproperties.com/wp-content/uploads/2012/09/seaside-aerial.jpg accessed 28 October 2014)

Such prescription is actively challenged by opponents of New Urbanism. It is criticised as being non-descript and idealistic and often does not respond to prevailing climatic or social conditions. Design prescriptions sometimes go down to window size and alignment.

'De-risk' where appropriate by early government investment in facilities and buildings

Early government investment in actual buildings can act as a drawcard for users and businesses, generate confidence in a renewal project, and provide a lead for private sector investment. For example investing in cultural or sporting facilities adds to the 'address' and amenity – and therefore the value - of an area which will make private development more likely. Governments can also commit to purchasing sites for or developing social and affordable housing which can provide early cash flow to developers to off-set market uncertainty and risk.

Utilise land-in-waiting'

Given the appropriate application of principles related to development staging and long-term timeframes, it is likely there will be sites left idle or underutilised awaiting development at a future date. This 'land-in-waiting' should remain accessible to the public, where possible, by maintaining existing uses or by encouraging temporary low rent and 'pop-up' uses.

SNAPSHOT: 'MEANWHILE USES' IN ELEPHANT AND CASTLE

The Heygate Estate, at the centre of the Elephant & Castle regeneration, has given over parts of its land to public uses whilst the development takes place.

"Due to the long term nature of our regeneration plans and following consultation with the local community it became clear that there was a great deal of support for a range of meanwhile uses to occur on the site of the former Heygate Estate during the redevelopment period.

The purpose of these meanwhile uses is intended to bring early regeneration benefits to the area and to ensure that the area continues to thrive during the demolition and construction works."
(Elephant & Castle website)

Source: www.mobilegardeners.org

Project governance

Limit the establishment of separate government management and delivery agencies
As mentioned earlier the design of governance and procurement arrangements should follow the planning process and serve the delivery of the planning objectives. In general the establishment of separate government management and delivery agencies should be limited to where ownership arrangements or multi-party coordination is necessary to achieve the objectives.

Government participation in renewal projects can be direct (through departmental control) or indirect (through Government-owned development corporations) and varies across projects. Significant government intervention is often required to address barriers to development such as social degradation, multiple landowners or when an area lacks the requisite critical infrastructure to deliver a project. Government intervention can also act as a market stimulator (as was the case of the Docklands) or as a driver of innovation into mainstream development processes (such as the approach to environmental considerations by Landcom (now UrbanGrowthNSW) at Victoria Park, Zetland).

SNAPSHOT: GOVERNMENT-OWNED DEVELOPMENT CORPORATIONS

Government Owned Development Corporations (GODCs) can be established as general-purpose developers undertaking projects across a range of sites. The Metropolitan Redevelopment Authority in Perth as responsibility for Perth City Link, Elizabeth Quay, and the revitalisation of the Perth Cultural Centre. In NSW, UrbanGrowthNSW (formerly Landcom) is an example of a general-purpose, multi-geographic GODC.

Alternatively, they can be created with the development of specific sites in mind and disbanded upon completion. The Barangaroo Delivery Authority (BDA) is an example of a GODC created for the delivery of a specific project.

The coordination or delivery of the project through a private or not-for-profit agency, separate from the government may be preferable, especially if the land is in private ownership, such as at King's Cross. In such a situation, it is important that development is still guided by a statutory planning instrument prepared following engagement with the community and subject to transparent processes of amendment and approval.

The use of not-for-profit development agencies is common in the City of New York. These are appointed by the City, which maintains land ownership. However their arms-length relationship to government means they can take a public interest perspective, and avoid the conflict that can arise where government as land owner and development sponsor has a major commercial interest in outcomes. The not-for-profit organisation is charged with development coordination of renewal projects and acts as the landlord.

The removal of profit enables other objectives to take precedence. The corporate focus of the Brooklyn Navy Yard Development Corporation (BNYDC) demonstrates a strong commitment to socially and environmentally sustainable outcomes through the delivery of the project, through local procurement practices, allocation of tenancies, and delivery of supportive infrastructure on site.

SNAPSHOT: THE SHIFT FROM GOVERNMENT TO GOVERNANCE

There has been a shift in the power and decision-making landscape over the past few decades from a traditional government-led process to a multi-stakeholder one. This has redefined the governance structure of urban renewal projects and decision-making more broadly. Rydin *et al* suggest that this shift stems from a gradual reduction in government size and an increased reliance therefore on private sector actors to fill the void. They also suggest that it has become increasingly necessary as '…organisations in civil society and the economy have become much more involved in the policy process' (Rydin *et al,* 2003, p547).

The emergence of *governance* structures aligns with the increased push for community engagement and multiple stakeholder involvement in urban renewal problem-framing and outcome determination. It doesn't, however, preclude government from this process, given that in many instances they are significant landholders and key decision-makers in the legislation and approvals process.

Engage appropriate expertise in master planning including local authority representation
Delivery authorities should assemble the appropriate team to guide a renewal project through from inception to delivery. This could evolve as different skills are required (i.e. early planning skills will be different from procurement skills). Local authorities should be represented to incorporate their experience and knowledge of the community.

Commit to transparency processes
The use and development of public land, and the representation of community interests in plan making by public sector organisations, demands a democratic and open philosophy. The community should be assured that its resources and assets are being deployed to maximise community benefits (not just private profits). Reasons for excluding information from public access must be kept to an absolute minimum.

Only in exceptional circumstances should financial and procurement detail be withheld through commercial-in-confidence clauses and even then, justification as to why such measures are necessary should be provided.

Identify or establish a third party body for evaluating amendments to the plan
One of the surest ways to breach public faith in the planning system is to have the same agency as plan maker, plan amender and development approval authority. Appropriate separation of powers should be established between these functions. Amendments to plans should involve a full engagement process.

Ensure 'normal' servicing and approvals revert to the local authority at the earliest possible time
The best way to accelerate a 'local feel' to a place is to give the local authority the normal servicing powers (approvals, street sweeping, and garbage collection) as soon as possible, or as 'stages' are completed.

Monitor, evaluate and reflect

Establish targets and indicators
Tracking the process and outcome performance of an urban renewal project against identified benchmarks or targets, linked to initial vision and objectives, enables the project to be assessed on its performance. This is useful for easily quantifiable elements such as percentage of affordable housing, energy consumption, affordability, transport mode share or generated revenue. It is more difficult and sometimes impractical to monitor qualitative issues such as value of public spaces or enjoyment derived from simply being in a place.

SNAPSHOT: ANNUAL MONITORING REPORTS

In the United Kingdom, local governments are required to submit Annual Monitoring Reports (AMRs) under the Planning and Compulsory Purchase Act (2004). These require local governments to track progress of their local plans against targets set in the planning documents or in higher order strategies such as the London Plan.

AMRs are published yearly as a means of keeping councils accountable both to those who have set them requirements and to the communities they represent.

Use multiple, independent reviewers
Evaluation is only beneficial if the reporting process is an honest one. There exist potential conflicts of interest with self-evaluation measures such as Annual Monitoring Reports, although when assessing quantifiable outcomes such as meeting housing targets, it is relatively straightforward. The review of process, however, benefits from objectivity and is should be undertaken by independent assessors to ensure that results do not paint a particular picture. The 2011 Performance Audit of the Barangaroo expenditure and transport planning by the NSW Audit Office is a good example of this. In the case of longer term projects, procedural review can have feedback benefits in latter stages of the renewal process.

4 CONCLUSION

This report reviews selected literature and six international case studies in an attempt to distil a series of 'best practice' reference principles when establishing the parameters, procedures and intended outcomes for urban renewal, for consideration and application in the Bays Precinct.

The case studies each show strengths and weaknesses, highlighted by the various critiques. They also show that there is no one way to approach urban renewal. Each site, host city and community has its own issues, visions and conditions that make working to a standard checklist impractical and potentially detrimental to the renewal process, as it reduces contextual reasoning and place-specific outcomes.

However, an overarching lesson is clear: the best projects have a clear understanding of the public interest, developed through integrated stakeholder engagement to create 'shared values' over the long term. On the other hand the least well reviewed and most controversial projects suffer from a lack of comprehensive strategic planning, in turn leading to a lack of clarity in relation to objectives, in turn leading to actions and outcomes lacking legitimacy from the community's perspective.

Projects therefore require a long term plan that embodies shared values and develops objectives and related design standards, governance structures, delivery mechanisms that deliver on public interest objectives.

From this perspective financial objectives should be subordinate to public interest objectives (though this does not necessarily imply that financial performance needs to be sub-optimal). The 'self-financing' objective which has sometimes applied to renewal projects in Sydney (e.g. Redfern- Waterloo and Barangaroo) has not been seen to serve public interest objectives effectively. Alternative approaches which still generate an appropriate return on government assets and investments are necessary. Holistic evaluation techniques which account for the long time frame of development and the creation of public assets, with their associated community benefits, as well as measuring financial outcomes, are therefore required. Cost benefit analysis, if effectively applied, is an appropriate evaluation technique.

Ultimately, the question posed in Shakespeare's *Coriolanus* - "What is the city but the people?" - is relevant in the motivation for urban renewal and in planning responses. At the centre of urban life is people. The renewal of strategically important urban sites must therefore have the needs of communities, both social and commercial, at its core.

APPENDIX
COMPARISON OF CASE STUDY POLICY TARGETS

	Key policy requirements	Elephant & Castle	King's Cross	Docklands	HafenCity	Brooklyn Navy Yards	Barangaroo
	Primary source	Elephant and Castle SPD/OAPF (Southwark Council) 2012	King's Cross Opportunity Area Planning & Development Brief (Camden & Islington Councils) 2004; London Plan 2004	Docklands Community and Place Plan 2012	2000 masterplan; HafenCity Hamburg - Identity, sustainability and Urbanity	BNYDC sustainability commitment	Barangaroo Delivery Authority Act (2009); SEEP (Major Development) 2005; Barangaroo Delivery Authority website
		Policy requirement / identified objective					
Housing	Dwelling targets	4,000 net new homes	At least 1,000 new homes, but desirable to provide 1,800	20,000 residents	5,500 (95 residents per hectare)		
	Affordable Housing targets	35% affordable	Camden: Required 50% affordable for first 1,000 homes and target for 50% over that. Islington: 35% affordable housing	Provide 'diverse housing & tenure options'			CoS requires 10% but preferably 20% for Barangaroo to meet overall affordable housing stock target of 7.5% by 2030
	Dwelling mix	10% of new homes to be 3+ bedrooms; minimum 1,400 private homes	Within affordable housing, 20%x1 bed, 30%x 2 bed, 30-35%x3 bed & 15-20%x 4+ bed	Provide 'diverse housing & tenure options'			
	Density levels		Density range from 200 to 1,100 habitable rooms per hectare; with development plot ratio of 3:1				
Employment & Economy	Job targets	5,000 new jobs	11,400 new jobs across the opportunity area	60,000 workers	20,000 sqm(350 jobs per hectare)		
	Commercial and retail floorspace targets	45,000sqm of retail floorspace	London Plan stresses a 'critical mass' of office space		1.5 million sqm		330,000sqm (2005 Competition brief)
	Local job accessibility		15% of new jobs to be taken up by local people by 2012				
	Business investment	focus on local small & medium businesses	Assist businesses with support	Support local businesses		contracting and subcontracting with Minority, Women and Locally Owned Business Enterprises a core part of its economic development strategy	
	Industry specialisation				It specialisation proposed in 2000 masterplan but rejected in practice (due to market conditions)	manufacturing and tech-focused companies	
	Protection of incumbent land use	retain retail offer within new development	Retain cement batching plants; encourage other industries to remain			retain invaluable manufacturing land	
Transport	Public transport improvements/provision	Improve bus, tube & rail facilities	Upgrade King's Cross Station (Network Rail undertaking); improve public transport interchange	Improve public transport connections between Docklands and Melbourne CBD (tram and bus)	Revised city decision to extend U4 underground line and connect with S-Bahn		90% of visitor access by public transport; new pedestrian connection to Wynyard; new ferry hub
	Car parking standards	Car-free development in CAZ (aside from disabled parking)	Although out of CAZ, seeking very low carparking levels given PTAL		One bike space in private dwelling per room		4% on site car parking
	Active walking/cycling policies	Replace subterranean pedestrian tunnels with at-grade crossings	Improve East-west connections;		maximum 24% of development site for exclusive road traffic areas		

	Key policy requirements	Elephant & Castle	King's Cross	Docklands	HafenCity	Brooklyn Navy Yards	Barangaroo
Community facilities	Provision of new or improved infrastructure	Replace existing leisure centre	Share new leisure, entertainment and community facilities with wider community	Maintain and improve access to waterfront for recreational uses			
	Training opportunities		Ensure local population access to work training				
	Education and health infrastructure	Integrate with South Bank University to north	Contribute funding to ensure schools can accommodate increased population				
	Retail provision for residential community	Redevelop existing shopping centre	Retail must service existing and proposed residential communities				
Built form	Flexibility for change of use		Flexible floorplates		minimum 5m ground floor headroom, with public function		
	Design quality						Design review committee
	Active frontages	Fine grain street network with active frontages; active frontage on open spaces	Avoid long frontages; provide active frontages				
	Retention of existing building stock	Retain railway arches; conserve historic environment	Retain key buildings	Preserve heritage buildings		Reusing Navy-built buildings for their original industrial intent	
	Building heights	conform to regional tall building strategy			6.4-10.4 storeys (when applying 3.2 to 5.2 floor-space ratio)		
Environment/ sustainability	Residential development energy efficiency targets		No less than 'very good' under Ecohomes assessment method, with aspiration of 'Excellent'	Meet and exceed current high standards	Development of HafenCity eco-label certification system		
	Commercial development energy efficiency targets		No less than 'very good' under BREEAM assessment method, with aspiration of 'Excellent'	Meet and exceed current high standards	Development of HafenCity eco-label certification system	Requiring new buildings and full-building renovations to be certified LEED Silver, at a minimum	air-conditioning thresholds of 2 degrees
	Water conservation uses			Deliver precinct-wide initiatives			Recycled water service and treatment
	Landfill or waste consideration						Reduce landfill waste by 97%
	On site renewable energy provision	Capable of connecting to future neighbourhood power supply	As per London Plan, at least 10% of energy needs met by renewable energy		provision of thermal energy Co2 limit of 175g per kWh of thermal output		Generate more energy on site than used
	Species consideration						100% native species (90% endemic)
	Open space provision	Minimum 60% tree canopy cover on streets; maintain borough-wide open space provision of 0.76ha per 1,000 people	Adequate provision of both 'local' public space and high quality 'civic' space	Well linked network as part of Melbourne's wider public spaces network	24% of development space as public space		50% of site given to public space
Delivery	Phasing requirements		Each stage should be genuinely mixed use	Identification of precincts with specific functions			
	Ownership & control			Development Act determines ownership			
	Development standards	highest development standards; distinctive neighbourhoods	All roads to be built to quality of local access roads				

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