

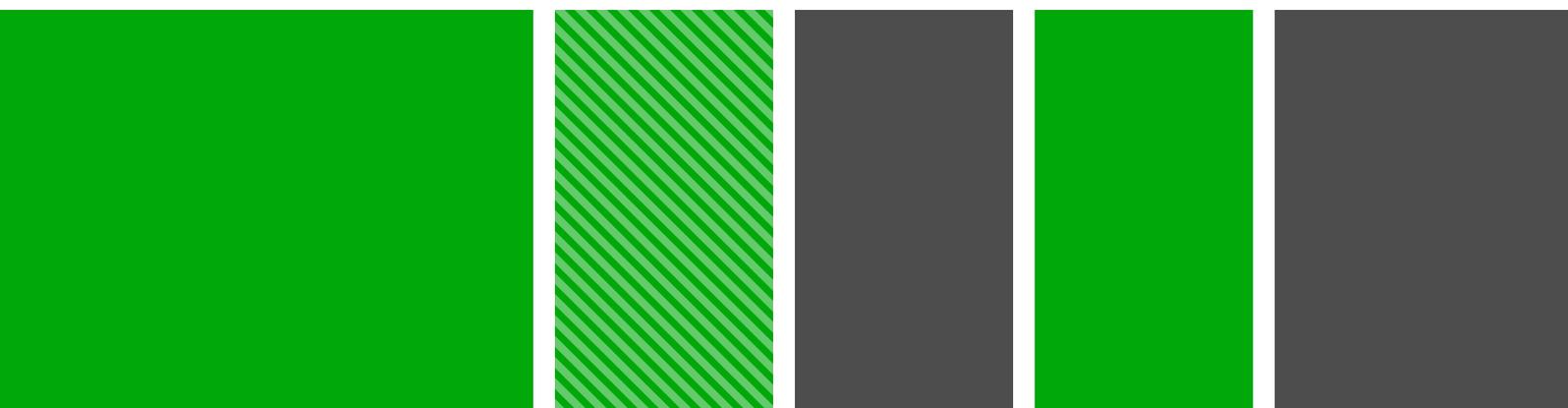


Bays Precinct Urban Renewal Program

Planning processes and consultation
review report

Client City of Sydney

November 2014



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Disclaimer

Elton Consulting has been requested in a two week period to produce a report for City of Sydney Council to summarise the planning and consultation processes involved with the Bays Precinct area.

The reports provided or sourced have been done so under the time constraints and may not outline a full list of all documents and consultation processes. We have attempted within the timeframe to contact key state agencies, councils and community representatives to obtain additional information.

Elton Consulting therefore sees this document as a start to consolidating the planning and consultation process and is not a comprehensive report.

Contents

1	EXECUTIVE SUMMARY	1
2	INTRODUCTION	6
3	OVERVIEW OF THE PLANNING PROCESSES	11
4	SUMMARY OF THE PLANNING PROCESSES AND CONSULTATION	13
5	PLANNING PRINCIPLES	16
6	COMMON THEMES	19
APPENDICES		
A	BAYS PRECINCT COMMUNITIES RESPONSE TO BAYS PRECINCT URBAN RENEWAL PROGRAM 2014 ANNOUNCEMENT	30
B	ACRONYMS	32
C	OTHER MASTER PLANS AND DEVELOPMENT CONTROL PLANS	33
D	PLANNING PROCESSES	34
E	SUMMARY OF VARIOUS KEY STAKEHOLDERS PRINCIPLES DEVELOPED FOR BAYS PRECINCT	83
F	GOVERNANCE TABLE	92



01 Executive summary

Background and objective of the report

The NSW Government's Bays Precinct Urban Renewal Program (the Program) has been established to develop a 30 year strategy for the urban renewal of the Bays Precinct in Sydney. The Program seeks to build on the work already undertaken by various committees and NSW Government agencies, as well as the contributions from the local community over the past 20 years. The Program will also be informed by a People's Summit and International Summit in 2014.

Over the past 17 years or so, there have been a myriad of strategic plans, policies and Master Plans developed for the Bays Precinct area which have set out various principles, objectives and actions for the future redevelopment of the predominantly publicly-owned land.

This report commissioned by City of Sydney Council seeks to summarise the various planning policies, strategies and plans into a single document with an overview of the key drivers, the consultation and the outcomes for each process. It also summaries the common principles which run through these plans to assist community participants in contributing to the People's Summit, the International Summit and subsequent stakeholder consultation processes. The report, due to the short timeframe to undertake the work, focuses on thirteen of the planning and consultation processes.

Summary of the planning and consultation process

As a result of the various planning and consultation processes, planning principles were compiled for each of the planning frameworks by government with stakeholder input. The following are key most common principles that were extracted from the planning process that can inform the Program.

Key most common principles

Strategic foreshore site

- » Future planning needs to acknowledge the importance, size, location and unique characteristics of the Bays Precinct for the state and for Sydney.
- » Respect existing geography especially views and vistas.

Interface with surrounding area

- » Manage the interface and transition between Bays Precinct with surrounding area to minimise conflicts, particularly with the uses in the existing residential areas.

Sustainable development and environment

- » Encourage best practice ecological sustainable development principles
- » Development must contribute to improved water quality and environmental quality outcomes
- » Improve biodiversity (especially marine) and conserve and enhance heritage items.

Traffic and transport

- » Ensure adequate provision of, and integrated, public and private transport with appropriate traffic management and parking

Access

- » Integrate and extend the pedestrian and cyclist connections between Bays Precinct and surrounding areas

Built form and design

- » Promote high quality design and public domain

Heritage

- » Recognise the significance of the area as part of Sydney's maritime deep water and industrial history
- » Encourage the adaptive reuse of heritage buildings including retention, restoration and utilisation of White Bay Power Station and Glebe Island Bridge

Foreshore

- » Maintain and extend public access to the foreshore and ensure that, wherever possible, that the foreshore is retained in public ownership

Economic development

- » Provide for economic growth and job opportunities for the future of the local and regional area

Infrastructure

- » Ensure development is supported by the timely provision of physical and social infrastructure

Land uses

- » Maintain working harbour-maritime uses and character.
- » Provide a mix of uses (commercial, retail, recreational and residential) that are compatible with the working harbour-maritime uses and provide for an integrated land use pattern.
- » Improve and integrated passive and active recreation spaces, including the need for continuous foreshore access and access to water sports

Governance

- » Ensure that the local community and local government are involved in future planning and decision making based on diverse consultation, engagement and information strategies

It is not possible from the consultation reports to fully explain which stakeholder agreed to, or developed, the planning principles. The principles in the planning reports were developed as a basis of the key issues raised and also as a result of strategic drivers identified by government, Leichhardt Municipal Council, City of Sydney Council and the community. The key drivers for the ongoing planning for Bays Precinct are summarised as:

- » Improve the competitiveness and efficient economic growth of Sydney and the port
- » Retain the importance of the Precinct's deep water berths
- » Ensure the ongoing port, waterfront and maritime uses
- » The need for environmental protection of the catchment, foreshores, waterways and islands of the harbour

- » The need to provide a mixture of commercial port, port-related, employment, waterfront and recreational uses, supported by good infrastructure
- » Develop a planning framework to guide growth and development in the area and link to surrounding area
- » Ensure appropriate consultation with the Councils and community.

However, in spite of the common drivers and principles, the assessment of the planning and consultation process indicated the complexity and layering of the system and policies. The interrelationship and layering of the planning processes make deciphering the various Bays Precinct policies/plans and associated consultation difficult to navigate for community and stakeholders.

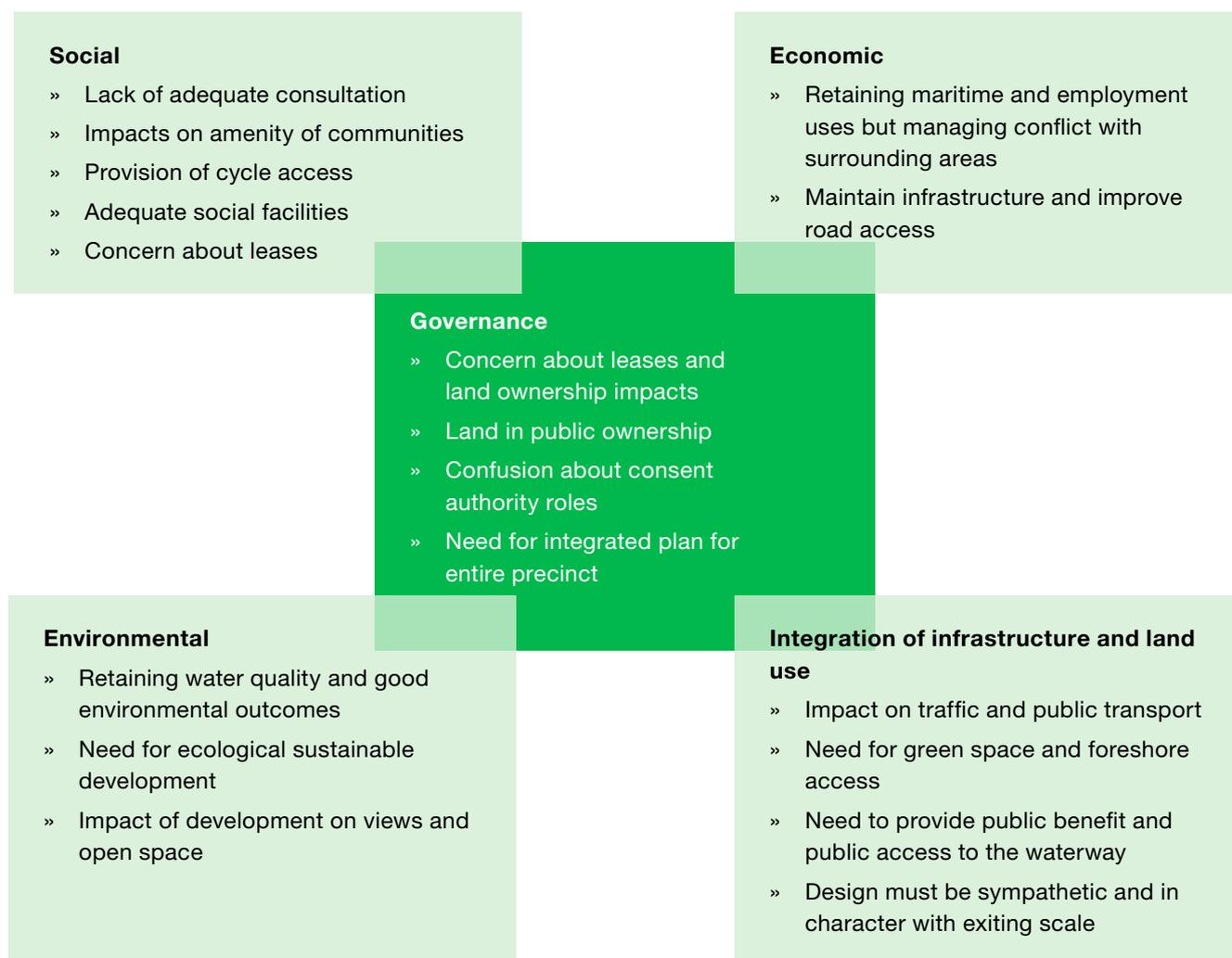
The table below provides a summary of the planning processes and the associated consultation undertaken:

Process	Consultation methodology	Key stakeholders
Strategic Framework		
Bays Precinct Taskforce Report, 2012	Interactive website, Submissions process, Community Reference Group, Workshops, Online Forum, Flyers, Advertisement, Facebook Posts	Government, Industry, Community and interest groups
State Policies, Plans and Strategies		
NSW Freight and Ports Strategy, 2013	Interactive website, Draft Strategy Release Event, Stakeholder forums, Exhibition,	Government, Industry, Community
State Environmental Planning Policy (State and Regional Development) 2011	Exhibition	Government, Political Parties, Industry groups and associations, Community and interest groups
State Environmental Planning Policy (Major Development), 2005	It is likely that this policy was exhibited however this cannot be confirmed at this stage.	Information unavailable at this stage.
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	Exhibition	Information unavailable at this stage.
Sharing Sydney Harbour Access Plan, 2003	Steering Committee, Stakeholder Workshops, Interviews, Exhibition	Government, Industry, Community and interest groups
Sydney Regional Environmental Plan No. 26 – City West	Preliminary Studies exhibited, Advisory Group, Community meetings, Exhibition of Draft Plan	Government, Community and interest groups

Process	Consultation methodology	Key stakeholders
Sydney Ports into the 21st Century – Ports Land Use Strategy for Botany bay and Sydney Harbour, 1995	Discussion paper, Options paper, workshops, Exhibition,	Government, Industry, Community and interest groups
Master Plans		
Future of the Bays Precincts, 2010	Community meetings and workshops	Government, Community and interest groups
Bank Street Master Plan, 2006	Workshops, Exhibition,	Government, Landowners, Industry groups, Community and interest groups
Sydney Fish Market Master Plan, 2005	Workshops, Public information days, Exhibition	Government, Industry, Landowners, Employees, Community,
Master Plan for Rozelle and Blackwattle Bays Maritime Precincts, 2002	Workshops, community meetings, Exhibition	Government, Industry groups, Community and interest groups
Glebe Island and White Bay Master Plan, 2000	Briefing sessions, Discussion papers, Workshops, Exhibition	Government, Leaseholders, Community and interest groups

The table above indicates that there has been different types, extent and breath of consultation. The level and extent of consultation has depended on the timeframe as well as the type of planning framework. There has however been more emphasis on broader consultation with stakeholders and councils in the last couple years, especially associated with the Bays Precinct Task Force.

In analysing the various planning and consultation processes, there are common and frequent issues raised by stakeholders. The key and common issues outlined in consultation outcome reports are shown below:



Next steps

The outcome of the various planning processes, issues and consultation undertaken has resulted in the formation of the Bays Precinct Task Force in 2007, subsequent establishment of working groups and the Bays Precinct Community Reference Group. These Groups have both provided valuable information and had significant input into the renewal planning process.

These Groups together with Council and government agencies can use this report as a platform and fundamental base to inform the Bays Precinct Renewal Program in 2014 and 2015.

02 Introduction

What is the Bays Precinct Urban Renewal Program?

The Bays Precinct Urban Renewal Program is a NSW Government initiative to develop a 30 year strategy for the urban renewal of the Bays Precinct in Sydney. The Program is being led by UrbanGrowth NSW, the NSW Government's urban renewal authority, with the project team consisting of key government agencies. (see http://www.urbangrowth.com.au/work/our_projects/the_bays_precinct_urban_renewal_program.aspx)

It is envisaged that this Program will build on the work already undertaken by various committees, NSW Government agencies, and contributions from the local community over the past 20 years.

The first step in this Program will be the two day International Summit on 19 and 20 November 2014 to consider funding models and to generate design ideas for the renewal. International and national experts in urban renewal, city building, and property finance and investment have been invited to attend, along with 20 members of the Sydney community. The outcomes of this summit will be taken to an open stakeholder consultation event being planned for February 2015. The outcomes of both events will inform the renewal program.

Background to this report

Following the announcement of the Program and the proposed engagement process, there was some community concern about how the Bays Precinct would be redeveloped and what the community's role would be in that process. A community meeting was held on 4 August 2014. At this meeting, the community asked to be effectively engaged in discussions on the future of the Bays Precinct. This resulted in a number of resolutions being agreed, one of which sought a People's Summit on the Bays Precinct Urban Renewal Program prior to the International Summit (Refer to Appendix A).

The City of Sydney Council supported the resolution for a People's Summit and for community representatives to be included in the International Summit.

This report has been commissioned by City of Sydney Council to inform the community members involved in the People's Summit, the International Summit and community event in February 2015 about the key planning and consultation processes that have been undertaken to date with regard to the Bays Precinct area.

This report provides a brief review of the key plans and strategies, and the community and councils' engagement with and contribution to them. The report includes the common themes outlined in these plans and more importantly, the common themes provided by the community as inputs into the process.

This report is not a comprehensive review of all planning processes relating to Bays Precinct. It is intended to summarise key information to assist participation in the urban renewal program.

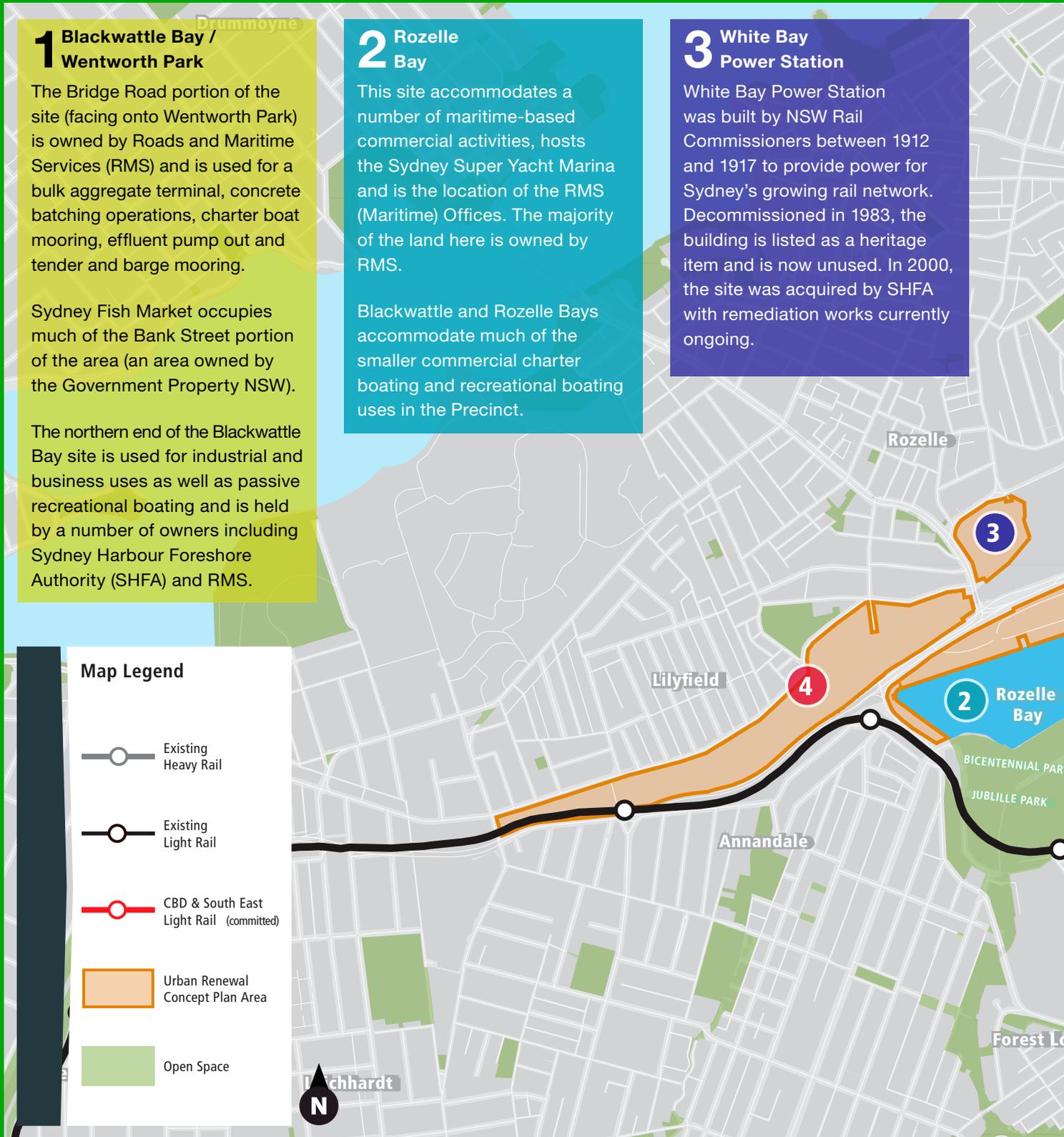
The Bays Precinct area

The Bays Precinct is located two kilometres from Sydney CBD and includes Blackwattle Bay (including Sydney Fish Market), Rozelle Bay, Rozelle Rail Yards, Glebe Island, White Bay, White Bay Power Station and surrounds. With a 5.5 kilometre length of waterfront, the Precinct contains 80 hectares of land of Government owned lands and 94 hectares of Sydney Harbour. It should be noted that Glebe Island and White Bay make up 50% of the land area, however are not being considered for this stage of urban renewal.

The Precinct is the site of a number of different uses: residential, waterfront industrial, waterfront commercial and recreational. It fulfils a number of unique operational and recreational needs with the potential to meet a wider range of operational, open space and development needs in the future.



Figure 1 Map of the Bays Precinct Urban Renewal Program Area



Source: UrbanGrowth NSW website

4 Rozelle Rail Yards

With operations in the Rail yards ceasing in 1997, this site is now partially vacant and unused. The site is used intermittently for storage of disused railway wagons and passenger carriages. The land is owned by NSW Government agencies including SHFA, Sydney Ports Corporation and RailCorp.

5 White Bay and Glebe Island

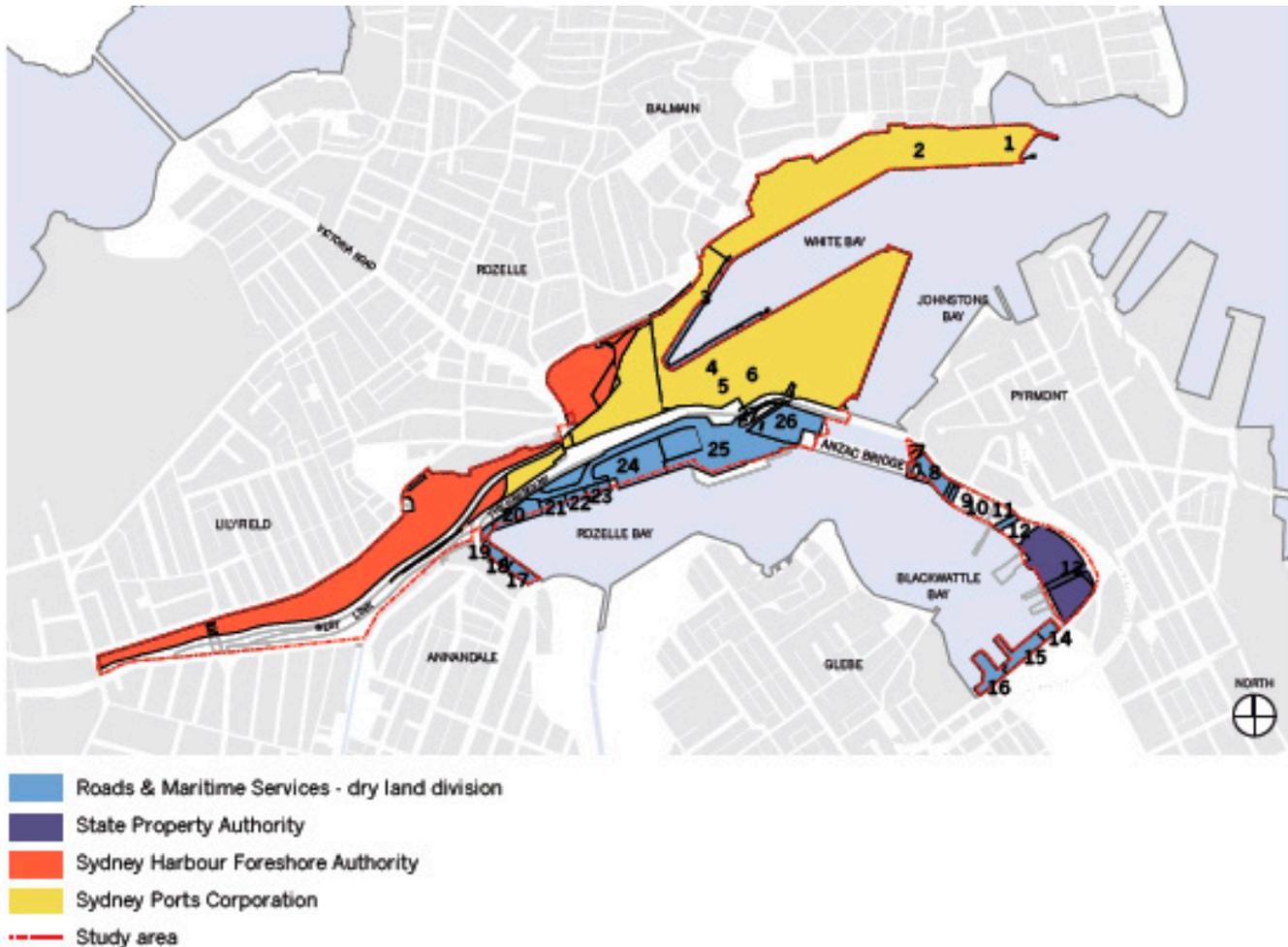
Glebe Island and White Bay are currently owned by SPC and have been used as a commercial port for over 100 years and continue to be used as such.

The east end of the Bay is used as a marine refuelling and commercial maritime servicing facility. A cruise passenger terminal opened on White Bay in 2013.

Large areas of Glebe Island are vacant however the site services temporary uses that require deep-water access and industries.



Figure 2 Landownership in the Bays Precinct



Source: Bays Precinct Task Force Report 2012 (Volume 2 – Appendix 4)

Please note – the numbers depicted in the figure above correlate to land ownership and lease termination dates shown in the Appendix 4 of the Bays Precinct Task Force Report 2012 referred to above.

Governance

The Bays Precinct falls within the administrative areas of City of Sydney Council and Leichhardt Municipal Council. The majority of land within the Bays Precinct is owned various State Government agencies as shown in Figure 2.

The governance arrangements for land within the Precinct is set out in various planning instruments. However the Minister of Planning is the consent

authority for majority of development within the Bays Precinct. Refer to Appendix D for an overview of the planning controls applicable to the Bays Precinct.

Refer to Appendix B for a list of acronyms referred to in this report.

03 Overview of the planning processes

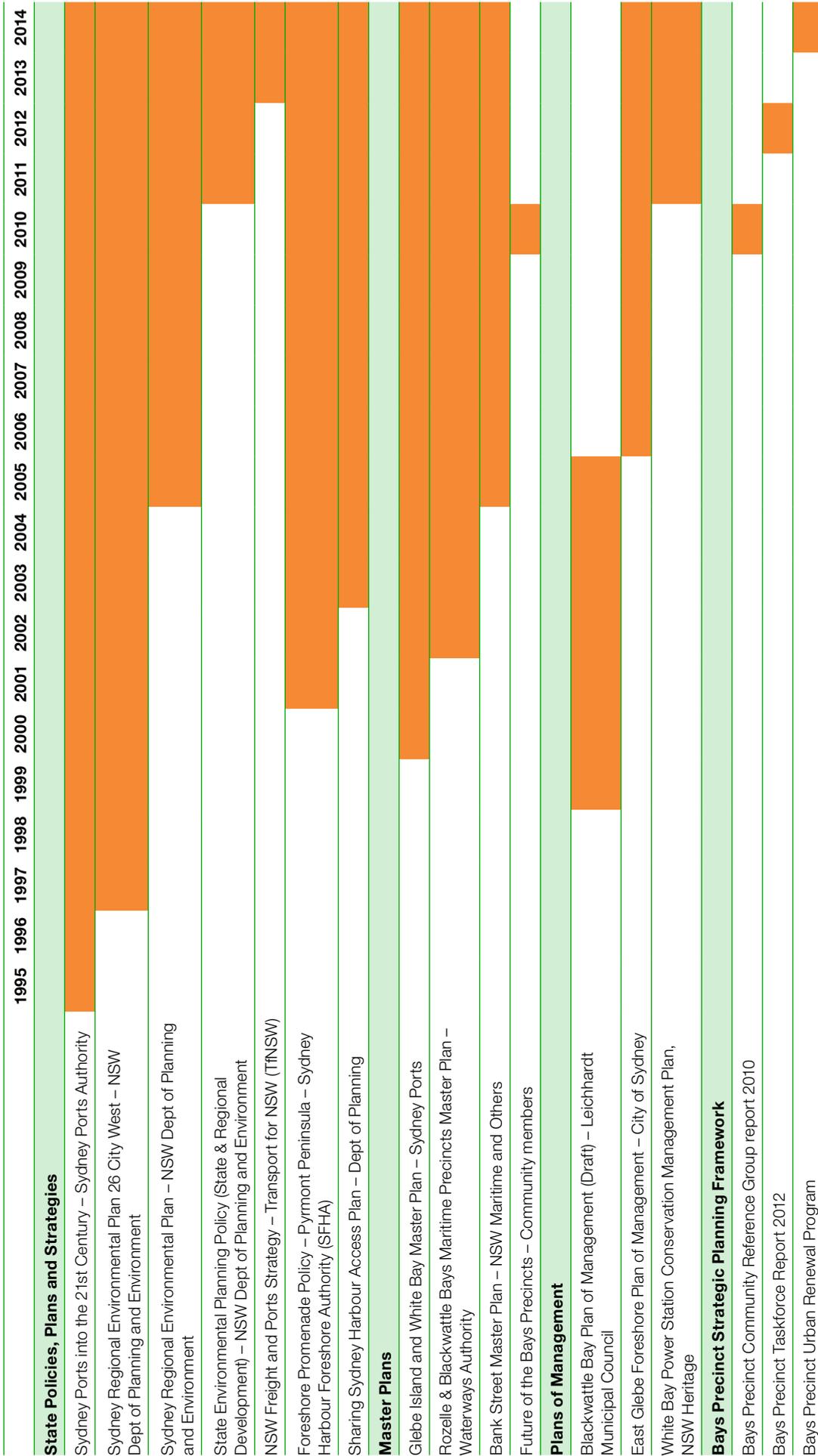
Over the past 17 years or so, there have been a myriad of strategic plans, policies and Master Plans which have set out various principles, objectives and actions for the redevelopment of land which is now known as the Bays Precinct area. These plans and policies are outlined in Figure 3.

Figure 3 Bays Precinct Planning Processes

State Environmental Planning Policies	Sydney Regional Environmental Plan 26 – City West	Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	State Environmental Planning Policy (Major Development) 2005	State Environmental Planning Policy (State & Regional Development) 2011
Plans and Strategies	Sydney Ports into the 21st Century 1995	Sharing Sydney Harbour Access Plan 2003	NSW Freight and Ports Strategy 2013	
Master Plans	Glebe Island and White Bay Master Plan 2000	Master Plan for Rozelle and Blackwattle Bays Maritime Precincts 2005	Sydney Fish Market Master Plan 2005	Bank Street Master Plan 2006
Strategic Framework	Bays Precinct Taskforce Report 2012 Bays Precinct Community Reference Group Report 2010 Future of the Bays Precincts (Community Master Plan) 2010			

These thirteen planning documents are considered the key documents at this stage. The timeline for each planning process is shown in Figure 4. The timeline starts with the date of publication or date of enactment to their current status or date the process ended.

Figure 4 Timeline of Bays Precinct Planning Processes



Note: The Bays Precinct Community Reference Group report and Master Plan (2010) and the Bays Precinct Taskforce report (2012) are not statutory planning frameworks and have no endorsement from a consent authority.

04 Summary of the planning processes and consultation

Over the past 17 years there have been thirteen key strategic planning processes that have occurred in relation to the Bays Precinct Area. Many of which are still current today.

These strategic planning processes have included legislative planning processes as well as land use strategies, strategic frameworks and reports.

The planning and consultation for these processes has varied in size and nature and been dependant on the extent of the study area as well as the organisation that has driven and/or undertaken each process. The strategic planning processes can be divided into three categories:

- » Strategic Planning Framework processes driven by state with community and council input
- » Planning processes undertaken by the state resulting in a State Environmental Planning Policy or land use strategy
- » Master planning processes driven by state process to inform a development strategy for a particular area.

A review of each planning processes and consultation has been undertaken. The review has been broken down to include:

- » Description of the process
- » Timeframe in which it was undertaken
- » Governance arrangements
- » The key drivers or objectives for undertaking the plan and process
- » Key principles or recommendations developed
- » The outcome of the process
- » An outline of the extent of consultation and stakeholders involved in the process
- » The key issues raised by stakeholders as part of, or during consultation and outcomes of this.

A summary of the consultation undertaken with respect to each planning process is provided in Table 1 below.

Table 1 Summary of consultation

Process	Governance	Consultation Methodology	Key stakeholders
Strategic Framework			
Bays Precinct Taskforce Report	SHFA	Interactive website, Submissions process, Community Reference Group, Workshops, Online Forum, Flyers, Advertisement, Facebook Posts	Government, One Community representative
State Policies, Plans and Strategies			
NSW Freight and Ports Strategy, 2013	TFNSW	Interactive website, Draft Strategy Release Event, Stakeholder forums, Exhibition,	Government, Industry, Community
State Environmental Planning Policy (State and Regional Development) 2011	Department of Planning and Environment	Exhibition	Government, Political Parties, Industry groups and associations, Community and interest groups
State Environmental Planning Policy (Major Development), 2005	As above.	It is likely that this policy was exhibited however this cannot be confirmed at this stage.	Information unavailable at this stage.

Process	Governance	Consultation Methodology	Key stakeholders
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	As above.	Exhibition	Information unavailable at this stage.
Sharing Sydney Harbour Access Plan, 2003	As above.	Steering Committee, Stakeholder Workshops, Interviews, Exhibition	Government, Industry, Community and interest groups
Sydney Regional Environmental Plan No. 26 – City West	Department of Planning and Environment	Preliminary Studies exhibited, Advisory Group, Community meetings, Exhibition of Draft Plan	Government, Community and interest groups
Sydney Ports into the 21st Century – Ports Land Use Strategy for Botany bay and Sydney Harbour, 1995	Sydney Ports Corporation	Discussion paper, Options paper, workshops, Exhibition	Government, Industry, Community and interest groups
Master Plans			
Future of the Bays Precincts, 2010	Members of the Bays Precinct Community Reference Group	Community workshops and meetings	Government, Industry groups, Community and interest groups
Bank Street Master Plan, 2006		Workshops, Exhibition, Submissions considered	Government, Landowners, Industry groups, Community and interest groups
Sydney Fish Market Master Plan, 2005	NSW Government Architects Office, Department of Commerce & Consultant team	Workshops, Public information days, Exhibition	Government, Industry, Landowners, Employees, Community,
Master Plan for Rozelle and Blackwattle Bays Maritime Precincts, 2002	Waterways Authority	Workshops, community meetings, Exhibition	Government, Industry groups, Community and interest groups
Glebe Island and White Bay Master Plan, 2000	Sydney Ports Corporation	Briefing session, Discussion paper, Workshops, Exhibition	Government, Leaseholders, Community and interest groups

Please note

- » Sydney Ports Corporation formerly known as Sydney Ports Authority.
- » Department of Planning and Environment formerly known as Department of Planning and Infrastructure, Department of Urban Affairs and Planning.
- » There are a few other plans and Master Plans not analysed but outlined in Appendix C.

An analysis of Table 1 indicates that with each planning process there has been a variety of types, extent and breath of consultation. The level and extent of consultation has depended on the timeframe as well as the type of planning process. There has however been more emphasis on broader consultation with stakeholders and councils in the last couple years, especially associated with the Bays Precinct Task Force.

Appendix D provides a detailed analysis of the planning and consultation undertaken for each of the planning processes. The planning processes are divided into the three categories in order of date starting with the most recent to the oldest as shown in Table 1 above.

The next sections of this report provide an analysis of the principles developed as part of the process (Section 5) and common themes (Section 6), including drivers and government approaches, that have resulted from the planning processes and consultation.



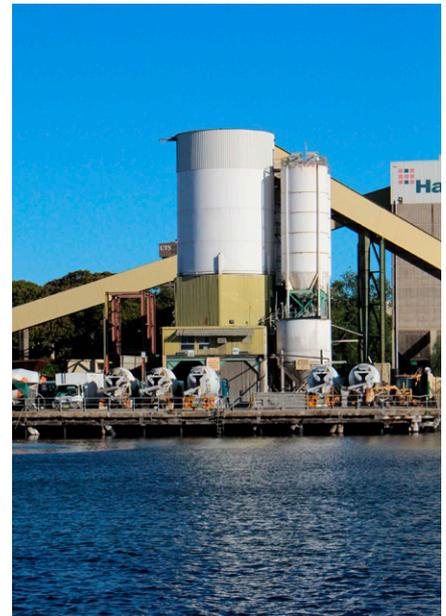
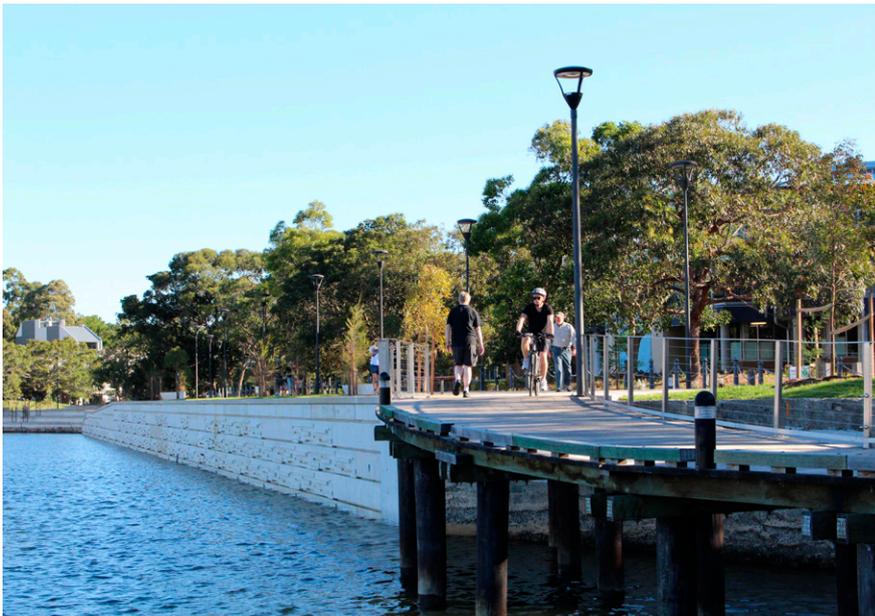
05 Planning principles

An analysis of the thirteen planning documents has shown that there have been various principles developed as part of these processes. Community groups and local councils have also developed principles in relation to the future of Bays Precinct. In particular, both City of Sydney Council and Leichhardt Municipal Council have recent formal Council resolutions regarding principles to be applied to Bays Precinct (refer to Appendix E).

The principles developed through the planning process, or Council recent resolutions, are broad. The principles

range from the approach to planning for the precinct and the extent of consultation to be undertaken, to more strategic principles related to the economic and retention of port and maritime through to more specific land uses, built form or transport linkage principles. Planning principles are repeated during consultation processes by some stakeholders and community groups, and can be an indication to their importance.

A brief outline of the common principles developed by community, government and local councils is summarised in the box right.



Common principles developed by community, government and local councils

Strategic foreshore site

- » Future planning needs to acknowledge the importance, size, location and unique characteristics of the Bays Precinct for the state and for Sydney
- » Respect existing geography especially views and vistas

Interface with surrounding area

- » Manage the interface and transition between Bays Precinct with surrounding area to minimise conflicts, particularly with the uses in the existing residential areas

Sustainable development and environment

- » Encourage best practice ecological sustainable development principles
- » Development must contribute to improved water quality and environmental quality outcomes
- » Improve biodiversity (especially marine) and conserve and enhance heritage items

Traffic and transport

- » Ensure adequate provision of, and integrated, public and private transport with appropriate traffic management and parking

Access

- » Integrate and extend the pedestrian and cyclist connections between Bays Precinct and surrounding areas

Built form and design

- » Promote high quality design and public domain

Heritage

- » Recognise the significance of the area as part of Sydney's maritime deep water and industrial history
- » Encourage the adaptive reuse of heritage buildings including retention, restoration and utilisation of White Bay Power Station and Glebe Island Bridge

Foreshore

- » Maintain and extend public access to the foreshore and ensure that, wherever possible, that the foreshore is retained in public ownership

Economic development

- » Provide for economic growth and job opportunities for the future of the local and regional area

Infrastructure

- » Ensure development is supported by the timely provision of physical and social infrastructure

Land uses

- » Maintain working harbour-maritime uses and character
- » Provide a mix of uses (commercial, retail, recreational and residential) that are compatible with the working harbour-maritime uses and provide for an integrated land use pattern.
- » Improve and integrated passive and active recreation spaces, including the need for continuous foreshore access and access to water sports

Governance

- » Ensure that the local community and local government are involved in future planning and decision making based on diverse consultation, engagement and information strategies

Although it is difficult to actually outline specifically, from the planning and consultation documentation, which stakeholder or community group applied more importance to some principles rather than others, a high level overview of key principles and their frequency mentioned by stakeholders is outlined in the table below.

Table 2 Summary of principles for key stakeholder groups

Broad Principles	Sydney Ports	SHFA	Councils	Community	Other State Government Agencies
Strategic foreshore site	✓	✓	✓	✓	✓
Views and vistas			✓	✓	
Interface with surrounding area	✓		✓	✓	
Ecological sustainable development	✓	✓	✓	✓	
Biodiversity and heritage		✓	✓	✓	
Traffic and transport	✓	✓	✓	✓	✓
Pedestrian and bicycle access and connections		✓	✓	✓	
Built form and design			✓	✓	
Foreshore access			✓	✓	
Economic development	✓		✓		
Provision of infrastructure			✓	✓	
Retention of port and maritime uses	✓	✓			
Mix of land uses		✓	✓	✓	
Additional open space			✓	✓	
Governance			✓	✓	

06 Common themes

A review of the thirteen strategic planning and consultation processes as referred to in Section 4 and Appendix D of this report, provides key common themes to inform the next phase of the planning and design of Bays Precinct.

The common themes should be read in conjunction with the common planning principles summarised in Section 5.

The common themes focused in this report are:

- » Multiple drivers for the planning process
- » Acknowledging the strategic importance of the Bays Precinct
- » Complex governance arrangements and approaches in the planning for the Precinct
- » The process of engagement
- » Need for an integrated planning framework for the Precinct
- » Need for public benefit in any future development and growth
- » Views on the future land uses in the Precinct
- » The importance of access to the foreshore and open space
- » Managing the impacts of the port activities
- » Sustainability
- » Future use and leases over the lands
- » Integrate public and private transport
- » Outcomes from the planning and consultation processes.

Each of these common themes are briefly described below.

Process drivers

With the Bays Precinct being strategically located in NSW and within Sydney, the Government's key drivers for many of the strategic planning processes included:

- » A planning framework to encourage economic growth and to ensure the management of future development around the Precinct
- » Respond to demands for maritime and waterfront land
- » Ensure clean, healthy and well managed waterways of the Sydney harbour
- » Maximise long term benefits and involving community in the process
- » Provide a framework for Government to manage land use and infrastructure requirements in the future

Table 3 below provides a summary of the strategic key drivers for each of the strategic planning processes.

Table 3 Key Drivers of Planning Processes

Process	Need for a Planning Framework for the area	Improve efficiency and stimulate economic growth	Ensuring Community input and coordination
Strategic Framework			
Bays Precinct Taskforce Report, 2012	✓		✓
Bays Precinct Community Reference Group Report, 2010			✓
State Policies, Plans, Strategies			
NSW Freight and Ports Strategy		✓	
State Environmental Planning Policy (State and Regional Development) 2011	✓		
State Environmental Planning Policy (Major Development) 2005	✓		
Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005	✓		
Sharing Sydney Harbour Access Plan,	✓		
Sydney Regional Environmental Plan No. 26 – City West	✓		
Sydney Ports into the 21st Century		✓	✓
Master Plans			
Community Master Plan “The Future of the Bays Precincts”			✓
Bank Street Master Plan,	✓	✓	✓
Sydney Fish Market Master Plan,	✓		✓
Master Plan for Rozelle and Blackwattle Bays Maritime Precincts	✓		✓
Glebe Island and White Bay Master Plan	✓		✓

An analysis indicates that the broad state policies have more strategic and specific drivers, while the site specific Master Plan have greater number and more integrated drivers.

Provide directions for growth in the area	Provide for future land use and infrastructure requirements	Improve environment and waterways	Cater for the demands of the waterfront and maritime
✓	✓		
	✓		
		✓	✓
✓	✓		
✓	✓	✓	✓
✓	✓		✓
✓	✓		
✓	✓	✓	
✓	✓	✓	✓
✓	✓		

Acknowledging the strategic importance

The Bays Precinct is an extraordinary strategically significant site covering 80ha of harbour and foreshore land. Government, community and Council have recognised throughout various processes and consultation that planning for the development and use of the site is important for Sydney's future. It also has great potential to impact on Sydney's harbour activity and the surrounding areas.

Key attributes of the site include:

- » Location at and access to Sydney Harbour
- » Proximity to Sydney's Central Business District
- » Deep water harbour and a key part of the port strategy
- » Tourism.

A common recognition is made during the consultation with stakeholders and communities that Bays Precinct is of strategic importance and the harbour and maritime uses should continue in the future.

Governance approaches

The Bays Precinct waterways and lands have been recognised in successive planning processes over a long period as being of state and regional significance.

Over the past 17 years these planning processes have been led or managed or under the control of different state government agencies. As a result the current legislative framework for the Bays Precinct is complex with a number planning state and local planning plans and policies applying to the area such as State Environmental Planning Policies, Development Control Plans and Master Plans.

The policy that applies in any one instance may depend on location, proposed land use activity, cost of development, industry type or who the land owning agency or who is development proponent. The myriad of overlapping policies is not transparent and very confusing to the community, industry and government.

A summary of the current planning context is provided below and outlined in Appendix F.

The two key planning instruments that set the statutory framework for development in the Bays are:

- » Sydney Regional Environmental Plan 26 – City West
- » Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

The Sydney Regional Environmental Plan 26 establishes planning principles and controls (zoning, heights, floor space ratios, heritage etc.) for the Bays Precinct with the exception of Pyrmont area which is now under the control of Sydney Local Environmental Plan 2005.

A number of Master Plans have been developed and adopted under this plan providing detailed planning controls for the following sites:

- » Glebe Island and White Bay
- » Rozelle and Blackwattle Bays Maritime
- » Bank Street
- » Sydney Fish Markets

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 supports the Sydney Regional Environmental Plan 26 City West. The Plan aims to establish a balance between promoting a prosperous working harbour, maintaining a healthy and sustainable waterway environment and promoting recreational access to the foreshore and waterways.

Recognising the state significance of the Bays Precinct, the Minister for Planning is the consent authority for the majority of development under several state planning instruments including State Environmental Planning Policies Major Development 2005 and State and Regional Development 2011. This is the case, even though the Precinct falls across two local government areas.

Landowning agencies such as Sydney Ports however have authority to approve some infrastructure development on their lands and a variety of exempt and complying policy conditions apply.

Community engagement and participation

Over the 17 years since the identification of the Bays Precinct in Sydney Regional Environmental Plan 26, there has been varying degrees of community consultation with the level of community involvement dependent on the level of the plan, the extent of the study area and the time in which the process was being undertaken. Table 1 (page 13) provides a summary of the extent of consultation associated with the planning processes.

Over the last five years, as the need for the community to be actively involved in the decision making has been realised, more extensive consultation has taken place regarding the future uses of the Precinct.

Integrated planning framework

There has been recognition amongst all stakeholders that the current planning framework is complex, due to various planning instruments, strategic plans and policies as well as different Government organisations and arrangements.

Local councils and the community have for some time requested that a strategic Master Plan for the whole area of the Bays Precinct be prepared to ensure a co-ordinated approach for:

- » the distribution and organisation of land uses
- » managing the needs of the working harbour and recreational uses
- » transport management, including connecting to the CBD and greater Sydney
- » environmental management and long term sustainability
- » heritage preservation and representation.

Importantly, it is also acknowledged and advocated in many consultation documents that any future planning of the Bays Precinct requires collaborative consultation with the broader community and a whole-of-government approach.

Public benefit

The planning for the future development and use of Bays Precinct provides a unique opportunity to respond to some of Sydney's needs for infrastructure, housing and open space. This is evident with community and local councils expressing the importance that any redevelopment of the land should provide public benefits including:

- » Walking/cycling connectivity, and public transport
- » health and education, community and cultural facilities
- » affordable housing particularly for key workers
- » additional open space and recreation facilities
- » parkland and foreshore access
- » economic development that contributes to the NSW and local community.

Land uses

Through the planning process there have been various discussions on the types of uses for the precinct. The most common mention of uses are:

Retention of maritime and industrial uses

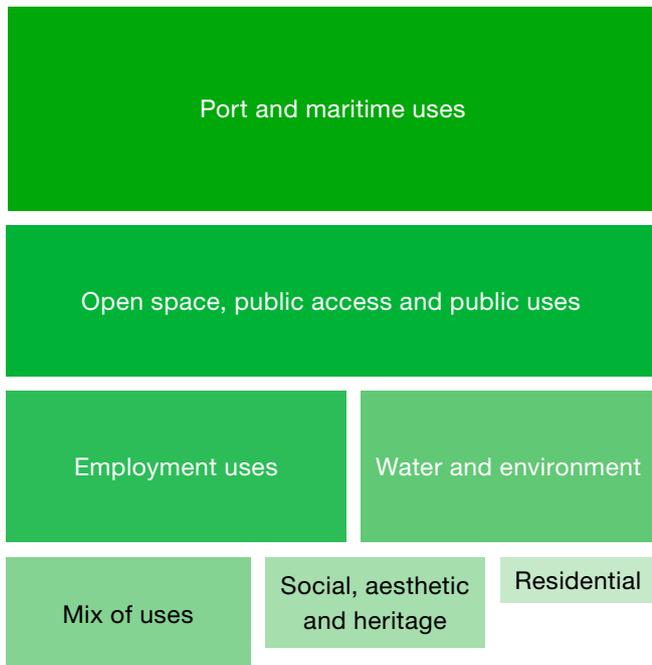
Since the early 1990s there has been support to retain and reinforce port and related employment activities in the Bays Precinct for social, aesthetic, economic and heritage reasons. This remains true today with support and encouragement of such activities in appropriate locations in the future redevelopment of the Bays.

In particular there is recognition of the significance of the area as part of Sydney's maritime and industrial history which should be preserved and celebrated through adaptive reuse.

Mix of land uses

More recently, the community and government are encouraging new development that can co-locate with ongoing port and maritime use for mixed use, providing open space, recreation, commercial, retail, community, educational and some residential where the redevelopment does not compromise port and maritime operations.

It has been recognised that the impacts of port and related activities, and potential land use conflicts need to be managed in any future redevelopment.



The diagram above indicatively shows the proposed uses most commonly identified (the darker and larger the box, the greater number of mentions during consultation).

Foreshore access

The common theme through the consultation process is the need for foreshore access and an integrate pedestrian and cycle network.

Foreshore access (pedestrian and cycle) has been a priority issue for local councils and the community since the 1990s with desire for the area to be “opened up to the people”. While adjoining suburbs enjoy the benefits of a harbour side locations with views and significant local and regional open spaces at the waterfront (including Bicentennial Park, Ballast Point Park and Callan Park) access to the Bays Precinct land is very limited.

The NSW Government has a longstanding vision to connect Rushcutters Bay to Rozelle Bay with a continuous public foreshore promenade. There are many policy documents that support delivering this long standing aim including Foreshore Promenade Policy for Land within SHFA boundary: Pyrmont and Blackwattle Bay (2003) and the Sharing Sydney Harbour Access Plan (2003).

Sydney Regional Environmental Plan 26 identified that pedestrian and cycle links should be provided throughout the precinct while recognising safety and security issues associated with the commercial port and maritime access.

Foreshore access to Bays Precinct has subsequently been promoted in various planning documents include the Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005. While public access is promoted in these planning instruments the White Bay and Glebe Island Master Plan acknowledge that this is not possible in the port area given customs requirements.

The community and local councils have expressed strong support for retaining Glebe Island Bridge as a low level link to complete the foreshore access envisaged in the Rozelle Bay and Blackwattle Master Plan to create a recreational loop around the Precinct.

Transport

Throughout the consultation, concern has been expressed over the traffic implications of land uses within the Precinct both present and future; the cumulative traffic impacts of surrounding development and lack of public transport. Recently local Councils and the community have been advocating for the need to develop an integrated transport strategy for the precinct to guide future development.

Further, a common theme is the need for integrate public and private transport, linked to a connected cycle network in order to achieve the most effective infrastructure offer for the Precinct.

Impact of port and maritime activities

The community in the consultation process has acknowledged the port and maritime role of the Precinct, but is concerned with impacts on the amenity (noise, hours of operation, traffic movement) of their communities.

This has been an ongoing issue for the local community and recently been highlighted with controversy in relation to the White Bay Cruise Terminal and concerns in relation to noise and air emissions.

In addition, the state government has identified the need to ensure the protection of the marine environment and mitigate any impacts of the port development or activities. These themes are particularly highlighted in Sydney Ports Land use Strategy, Sydney Regional Environmental Plan 26 and Glebe Island and White Bay Master Plan.

Sustainability and environment

Throughout the planning processes and consultation the importance of improving the sustainability of the built environment and the natural environment (foreshore and waterways) has been paramount.

The Sydney Regional Environmental Plan 26 and Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 aim to establish a balance between promoting a prosperous working harbour while maintaining a healthy and sustainable waterway environment and promoting recreational access to the foreshores and waterways. This is also reflected in the objectives and controls of the Master Plans and Bays Precinct Strategic framework.

However commonly the communities wish to see additional sustainability measures and principles included in the future development of the precinct, whether it includes initiatives for energy or water.

Leases

Significant sites within the Bays Precinct are subject to commercial leases over the short, medium and long-term. The length of leases, the process of approval and the lack of publicly available information has been a concern for the community.

While development on these sites deliver a range of community benefits, concern has been expressed that the length of the leases prohibits flexibility with regard to the future use of important waterfront sites.

Outcomes

The outcome of the many planning process is varied, and can be summarised as follows:

- » That the community and key stakeholders have been involved and had an impact on the original plan or policy
- » Consultation and public “persuasion” has resulted in the state government setting up additional consultation processes, such as the Bays Precinct Task Force, to allow further discussions and collaboration
- » Community groups are collaborating and liaising with each other to “have a say” over the planning of Bays precinct
- » Policies have been endorsed or approved by the consent authority, or developed a planning framework (such as a Development Control Plan) for the area
- » Funding of specific programmes, such as the Access Plan, have resulted in some public benefits
- » Development applications have been approved, with some constructed and other put on hold
- » Principles have been developed which provide the basis for input from the community to the future integrated planning of the Renewal Program.



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