

2.0 The Urban Renewal Context

2.1 Background

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 The model of the city CBD as a place of 'stand alone' commercial functions has been replaced by more sophisticated agendas that support urban neighbourhoods where the capacity to accommodate economic environments is balanced by residential, cultural and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

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

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

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

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

2.2 Urban Renewal Lessons

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

Bilbao, (Abandoibarra), Spain

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

- The image of the city of Bilbao was of central concern to the renewal of Abandoibarra.
- The potential of the site could only be realised through a plan that aimed to benefit all the citizens of metropolitan Bilbao.
- Abandoibarra's success is predicated on a process that engages both the public and private sector.
- Central to the successful renewal of Abandoibarra was the deployment of Gehry's Guggenheim as iconic architecture to generate Bilbao's new 'global brand'.



Bilbao, Spain

South Bank, London

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

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



South Bank, London

2.3 The Opportunity for Renewal

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

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

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

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

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

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

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

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

3.0 A New Sustainable Precinct

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

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

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

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

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

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

3.1 Economic

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

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

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

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

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

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

3.2 Environment

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

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

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

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

3.3 Community

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

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

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

3.4 Project Principles

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

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

The project principles were distilled into the following:

Competitiveness

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

Sustainability

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

Liveability

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

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

4.0 International Urban Design Competition

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

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

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

4.1 Stage 1

Stage 1 was an open and anonymous competition, announced in February 2005 and concluding in August 2005 with the announcement of 5 finalists out of 137 entries from around the world. These finalists were then invited to participate in Stage 2.

The Stage 1 jury comprised the following representatives:

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

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

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

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

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

4.2 Stage 2

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

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

The Stage 2 jury comprised the following representatives:

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

A public exhibition was held, with the 5 finalist schemes displayed at the Sydney Opera House and on-line. Public feedback was sought and illustrated a predominantly positive response to the winning scheme.

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

A summary list of changes between the winning design and the approved Concept Plan is included at **Appendix D**.

4.3 Jury Findings

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

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

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

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

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

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

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

The Jury also unanimously awarded a High Commendation – noting:

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

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

5.0 Consultation

5.1 Informing the Plan for Urban Renewal

5.1.1 Background

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

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

The competition process was successful in:

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

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

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

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

5.1.2 Principles of the Consultation Framework

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

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

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

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

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

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

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

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

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

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

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

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

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

f. Responses to urban and architectural design can be subjective

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

5.1.3 Stakeholder Input Methodologies

a. International urban design competition

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

b. Public exhibitions and feedback

Two public exhibitions were held during the Competition process. These exhibitions were at accessible venues and were publicised in broadcast media. The exhibitions were well attended, attracting over 7,000 people in total. The exhibition materials were also displayed on-line to further broaden access.

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

c. Feedback from stakeholder groups or industry bodies

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

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

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

Written submissions were received from the following groups:

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

Briefings or focus groups were held with the following groups:

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

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

d. Comment through media and other public forums

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

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

5.1.4 Response to Stakeholder Issues

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

a. Future uses and distribution

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

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

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

b. Site access and connectivity

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

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

c. Context of site

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

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

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

d. Transport

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

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

e. No change

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

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

f. Ownership

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

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

g. Heritage

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

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

h. Restrictions created by land use criteria

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

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

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

i. Design of an iconic nature

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

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

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

5.2 Consultation – Informing the Concept Plan

5.2.1 Principles of the Consultation Framework

A consistent consultation framework was maintained throughout the development of urban design options and the Concept Plan, and will continue through subsequent planning stages. This framework is based on the following principles:

- The site and its renewal are of regional and State significance
- The Concept Plan is the first in a series of planning stages
- The urban design and land use development principles underpinning the Concept Plan will continue to be tested through public processes
- Regard must be had to local, regional and State interests

5.2.2 Stakeholder Input – Director General’s Requirements

a) Input into Director General’s Requirements

In April 2006 the Director General of the Department of Planning wrote to stakeholder agencies requesting inputs to the Director General’s Requirements for the preparation of the Planning Study, Concept Plan and Environmental Assessment. A copy of the Director General’s Requirements and a summary of the responses from each of the relevant authorities is provided at **Appendix E**, along with how the draft Concept Plan responded to the issues raised and further action that will be required.

b) Input following Director General’s Requirements

In accordance with the Director General’s Requirements, consultation was undertaken with the following public authorities during the preparation of the Planning Study, Concept Plan and Environmental Assessment. This consultation was in addition to meetings and briefings held during the international design competition and other processes leading up to the issuing of the Director General’s Requirements, noted above.

- City of Sydney Council – Strategic Planning Department
- City of Sydney – Community Services & Programs
- City of Sydney – Recreation and Community Services Unit
- Roads and Traffic Authority
- Ministry of Transport
- Sydney Ferries Corporation
- State Transit Authority
- Railcorp
- Transport Infrastructure Development Corporation
- NSW Maritime Authority
- Sydney Ports Corporation
- Department of Housing
- Department of Environment and Conservation
- Department of Commerce (Government Architect)
- Sydney Water
- Energy Australia
- Telstra Corporation Limited

This consultation primarily took the form of meetings, but also included less formal discussion and written exchanges. Follow-up meetings and discussions with stakeholder agency representatives have also assisted in informing and resolving urban design and planning matters during the development of the Concept Plan.

5.2.3 Response to Stakeholder Issues

Key issues and common themes arose from both written and face-to-face stakeholder feedback. The following section summarises these issues and how these have been addressed in the Concept Plan.

a) Site access and connectivity

While the strengths of the urban design in this area have been positively received, access to the site and between areas within the site continues to be raised as a priority by many stakeholders.

Response: The urban design has a strong focus on creating connectivity between elements on the site and to surrounding precincts. The opportunities to improve access and connection to surrounding areas are well documented in the Concept Plan.

b) Context of site and heritage

Similarly, while the urban design has been well received by stakeholders for its consideration of the surrounding built and cultural context, the importance of the site integrating with its surroundings and the city in general remains a priority issue. Retention of public views to the harbour is also of importance, particularly to local stakeholders.

The issue of integration with the Millers Point area was of particular interest to the Millers Point Resident Action Group, the Department of Housing and the Planning Institute of NSW.

Response: Stakeholder feedback since the conclusion of the urban design competition has been predominantly positive on this issue. Stakeholders including the Department of Housing have indicated that the urban design shows an understanding of the surrounding areas and its approach to “knitting” the site back to these areas is careful and considered.

The opportunity to improve connections, both physical and social, from the site through the surrounding areas – and in particular the heritage precinct of Millers Point – is a key opportunity identified in the Concept Plan.

c) Transport

While divergent views continue to exist on the best transport mode to access the new precinct, it is agreed that the principle of public over private transport should be followed in any transport proposals for the site and that successful transport planning remains key to the success and sustainability of the renewal.

Response: Transport was identified as a key priority in Stage 2 of the Competition and remains a priority in development of the Concept Plan.

The Concept Plan articulates the analysis of transport options, and discusses transport challenges and potential opportunities. These sections are informed by substantial consultation with planning and transport authorities and transport industry experts.

d) Local resident concerns

Concerns raised by local area residents and the Millers Point Resident Action Group included noise and traffic, buildings obstructing views of existing residents and the impact of the development on local facilities.

Response: The need to balance local needs and interests with wider regional or national interests is clearly identified as one of the key challenges/opportunities of the Concept Plan and subsequent renewal. Some local resident submissions have advocated a no-change preference, which is outside the scope of considerations for the Concept Plan.

e) Translation of urban design to architectural excellence

Many stakeholders, and those representing the design professions in particular, emphasised the importance of translating the urban design vision encapsulated in the Concept Plan through the various future planning, design and development stages into high quality design outcomes. The need for design excellence at all stages was emphasised.

Response: Stakeholder feedback following the urban design competition reflects that the urban design framework is of sufficient strength and clarity to be able to accommodate a diverse range of architectural interpretations as buildings are staged over time.

Accordingly as the renewal process moves from an urban design to architectural design phase, the framework will encourage diverse architectural approaches to building designs and future architectural competition processes for specific built elements. The draft Concept Plan supports this through design excellence principles, including ongoing competitive processes for key public domain and major development projects.

6.0 Environmental Assessment and Approvals Process

6.1 Background

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

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

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

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

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

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

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

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

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

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

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

In October 2006, the Foreshore Authority submitted a State significant site study, Concept Plan and Environmental Assessment report to address the DG's requirements.

The Barangaroo Concept Plan was approved by the Minister on 9 February 2007. A copy of the Determination is included at **Appendix G**.

On 12 October 2007 Schedule 3 of SEPP (Major Projects) 2005 was amended to establish the future development controls for the site. A copy of the Schedule 3 Amendment is included at **Appendix H**.

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

Major Projects SEPP Amendment and Concept Plan Approval Process



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

Future approvals will be required for the detailed design of each element of the project including commercial, retail, residential, community and mixed use developments, infrastructure provision and construction of the public domain.

At the time of determination of the Barangaroo Concept Plan, the Minister also determined under section 75P(1)(b) of the EP&A Act, that development with a capital investment value of less than \$5 million (other than development for the purpose of open space) be subject to Part 4 or Part 5 of the Act, whichever is applicable.

6.2 The State significance of Barangaroo

The identification of State significant sites under SEPP (Major Projects) 2005 aims to facilitate development, redevelopment or protection of important urban coastal and regional sites of economic, environmental or social significance to the State.

The State significant site provisions are used to deliver the State's planning objectives on major sites important in the implementation of the Metropolitan Strategy and other regional strategies, and to facilitate major investment in economic and employment generating development in NSW and the redevelopment of major State Government sites.

The Minister, in determining whether a site is of State significance, considers whether the site meets one or more of the criteria described in the Draft Guideline State Significant Sites (24 July 2005), namely whether:

- (a) The site is in an identified strategic location (in a State or regional Strategy), is important to a particular industry sector, or employment, infrastructure, service delivery or redevelopment significance in achieving government policy objectives; or
- (b) The site is important for environmental conservation or natural resources; or
- (c) The site is important in terms of amenity, cultural, heritage, or historical significance in achieving State or regional objectives; or
- (d) The site needs alternative planning or consent arrangements where added transparency is required because of potential conflicting interests or because more than one local council is likely to be affected.

The Director General of the Department of Planning required that the Planning Study for Barangaroo address:

- The state or regional significance of the site with respect to the criteria at Clause 8(2) of SEPP (Major Projects) 2005 and the criteria contained within the Draft Guidelines State significant sites dated 24 July 2005.
- The suitability of the site for the proposed use taking into consideration environmental, social and economic factors, the principles of ecologically sustainable development and any applicable State or regional planning strategy.
- The implications of any proposed land use for local and regional land use, infrastructure, services delivery and natural resource planning.
- Appropriate development controls for Barangaroo, including future zoning and permissible land uses that are preferably consistent with Standard Instrument (Local Environmental Plans) Order 2006, or Council's existing planning instruments.
- The need for concurrent amendments to other State environmental planning policies.
- Any consultation with the Council of The City of Sydney, other relevant agencies, and the community.

The State significant site study submitted by the Foreshore Authority provided a summary statement addressing the positioning of Barangaroo as a site of significance to the State and region having regard to its national and international economic, community and environmental context, and the principles for urban renewal.

The summary statement of significance addresses the relevant criteria to support the nomination of Barangaroo on Schedule 3 of SEPP (Major Projects) 2005.

The summary statement of significance is reproduced below.

6.2.1 Summary Statement of Significance

The Barangaroo site is a 22 hectare waterfront site on the western edge of the CBD, with potential for large scale renewal to create a new commercial, residential and recreational precinct.

The redevelopment of Barangaroo will enhance the growth and positioning of Sydney as the premier cultural and living centre of the Asia-Pacific region. The site is of regional and State importance due to its strategic location, its ability to deliver significant public outcomes in the form of public open space, infrastructure and public domain improvements, its contribution to the economic growth of Global Sydney and its importance in achieving State Government objectives with respect to commerce, employment and housing.

With a limited number of sites remaining in the core of the CBD capable of delivering large scale commercial and residential floor space, together with opportunities for large-scale recreation and significant infrastructure improvements, the redevelopment of Barangaroo has the potential to be a significant driver in the growth and success of Sydney in the Global market.

While Australia's recent economic success has ostensibly been secured through commodity and resource exports, the last generation of development has been driven by the Advanced Business Service clusters in our major cities – Melbourne and Sydney in particular. These Advanced Business Services – management services, legal, marketing, design, advertising and engineering activities – are at the forefront of 'high end' value creation. They depend on innovation and knowledge creation. Sydney, and the CBD in particular, as Australia's dominant centre for these services, will remain at the forefront of the country's economic performance. In this context, Barangaroo, as an extension of the CBD, has a central role in the country's economic future.

The impending relocation of the existing merchant port facilities away from Barangaroo also provides a unique opportunity to return a substantial part of Sydney's foreshore to the community.

Consistent with criteria (a) of the Draft Guideline State Significant Sites, the Barangaroo site is identified as a strategic location and a site of importance in terms of achieving government policy objectives. It is:

- Part of the "Global Sydney" Strategic centre in the City's Metropolitan Strategy City of Cities, A Plan for Sydney's Future, 2005;
- A "Strategic Foreshore site" under Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (SREP Sydney Harbour Catchment 2005), being a site considered to be "strategically significant in terms of its prominent location, size and / or potential for redevelopment"; and
- A Major Project subject to Part 3A of the EP&A Act under Schedule 2 of SEPP (Major Projects) 2005.

The Barangaroo site is of significance to the State and region on the basis of its:

- Metropolitan strategic context and role in the implementation of The Metropolitan Strategy for Sydney.
- Role in hosting jobs and development.
- Strategic economic context, including its premium location for the attraction of new investment in Sydney, and potential to strengthen the global competitiveness of Sydney's existing business community.
- Locational and functional relationship to the Sydney CBD for the development of a new high value economic cluster.
- Positioning within Sydney as part of Australia's global and business services capital.
- Strategic location between the Sydney CBD and Sydney Harbour and potential to integrate with the City socially, physically and visually.
- Ability to deliver significant public outcomes to the State and region.
- Contribution to the State Government's commitment to the continued 'working harbour' of Sydney.

Specifically, the renewal of Barangaroo has the potential to:

- Contribute to employment targets and economic growth for the region and NSW as envisaged in the Metropolitan Strategy by increasing the long-term supply of commercial floor space in the CBD.
- Contribute to the housing supply for the City and assist in meeting the demand for housing within this Global City by increasing the long-term supply of residential floor space within strategic centres.
- Provide new and enhanced opportunities for access to public open space in a strategic location that can provide both passive and active recreation and assist State Government in achieving the right balance between working and living in centres.
- Provide the opportunity to link the waterfront walkway from Woolloomooloo to the ANZAC Bridge.
- Accommodate a redeveloped cruise passenger terminal to consolidate the status of Sydney as the preferred turn-around port in Australia.
- Re-establish connections – physical, transport, working, cultural – linking the City and harbour that have been severed by the isolation of the site for a single exclusive use.
- Restore the western foreshore of Sydney and create a productive and active waterfront that provides for a broad range of recreational experiences – active and passive, indoor and outdoor, cultural and physical.
- Ensure the sustainability of one of Australia's most important historic precincts, Millers Point, by providing living and working opportunities.

Barangaroo is of State significance due to the potential significant public benefits that will result from its redevelopment.

The site is unique in that – due to its scale and position – its renewal can leverage the wider economic development of Sydney in both commercial/finance and tourism/lifestyle markets. No other site in Sydney is so positioned to act as a nexus between the city's economic, natural and tourism strengths.

Barangaroo can continue to have an economic role and can also develop a cultural role for Sydney. A new commercial life as a bustling, peopled waterfront will revive and continue the area's history as the trade gateway of Sydney, adapting it to the 21st century. A substantial new waterfront parkland for Sydney Harbour can reinforce the environmental and recreational strengths of the State capital.

By freeing up the transport corridor of Hickson Road/Sussex Street from freight use and creating new passenger demand, the project can act as an impetus for wider transport initiatives for Sydney, opening up possibilities in terms of both light and heavy rail and increased ferry usage.

The site has been State owned and controlled for over a century, helping to preserve its integrity. As a site of regional and State impact it requires a "State-wide" view to ensure that its renewal is managed to an outcome that benefits New South Wales. The defining parks and landmarks of our harbour are created, conserved and managed by the State Government, including The Rocks, Darling Harbour, the Opera House and the Royal Botanic Gardens. Barangaroo has the potential to be an addition to that legacy.

The existing land use zoning of the Barangaroo site is incompatible with its urban renewal. Alternative planning arrangements are therefore required to facilitate the redevelopment of the site.

It is imperative that the renewal of the site can be executed in a staged and coordinated manner with respect to:

- Resourcing and financing.
- Market uptake, desires and trends in commercial place making.
- Public expectation regarding provision of new open space and infrastructure.
- The importance of sensitive change management in terms of transforming the site.
- The land uses required to engender a new living and working culture in the precinct.
- Prohibition of freehold sale of the site, requiring that commercial development will be subject to long-term leases – not exceeding 99 years – with land ownership retained by the State Government.

6.3 Design Excellence

Condition C2 of the modified Barangaroo Concept Plan Determination establishes a Design Excellence process for future development proposals.

The Design Excellence process applies to the following development:

- (a) any development comprising the erection of a building exceeding 55 metres in height;
- (b) any development of land exceeding 1,500 square metres in area; and
- (c) each "block" where this is not covered by (a) or (b) above.

The Proponent is required to hold a design excellence competition for the above development.

The design competition brief is to be approved by the Director General or his delegate, and the Director General is required to establish a design review panel for the design excellence competition(s). The design review panel is to comprise 3 to 5 members, who are appropriately qualified design professionals and is to be chaired by a registered architect.

The design review panel will consider whether a proposed development exhibits design excellence only after having regard to the following matters:

- (a) whether a high standard of architectural design, materials and detailing appropriate to the building type and location will be achieved,
- (b) whether the form and external appearance of the building will improve the quality and amenity of the public domain,
- (c) whether the building will meet sustainable design principles in terms of sunlight, natural ventilation, wind, reflectivity, visual and acoustic privacy, safety and security and resource, energy and water efficiency,
- (d) if the area of the site on which the development is to be carried out exceeds 1,500 square metres, whether the proposed building's design contributes to ensuring that the buildings on the site exhibit diversity in design,
- (e) if a design competition is required to be held in relation to the building, as referred to in subclause (3), the results of the competition.

The design review panel established by the Director General is also to be used for any significant changes to the Concept Plan, as determined by the Director General.

6.3.1 Design Guidelines

In addition to the Design Excellence requirements identified above, design guidelines will be developed for the public domain and open space. The guidelines will outline the differing character and qualities of the parks, streets, squares and planting throughout the site. The guidelines will define the width of streets, the kinds of paving materials and street furniture, the street trees and the design of structures in the public domain, such as retail kiosks and public toilets. The guidelines will also assist in setting the character that is desired for the major parks, such as the Headland Park and the urban square in the southern part of the site. The guidelines will be drafted to allow the designers of the public spaces and parks to respond to the particular uses of the space or park and the context within that part of the site.

Design guidelines will be prepared for the built form in the mixed use development to ensure each development, while distinct in its design, respects the overall urban design principles for Barangaroo. The development parcels for release will include the buildings contained within a single block, that is, the development area enclosed by the street pattern. This will allow developers to consider the guidelines as they apply to the relationship between the blocks, the multiple buildings within each block as well as individual buildings.

The guidelines will inform the design competitions that will be required for each development block and compliment the range of development controls in this document.

6.4 Governance arrangements

The Barangaroo Concept Plan Statement of Commitments provides for the preparation and execution of Implementation Plans relating to:

- Public Domain;
- Transport & Access;
- Community & Social Plan; and
- Utility Services Infrastructure Plan.

The Implementation Plans are to:

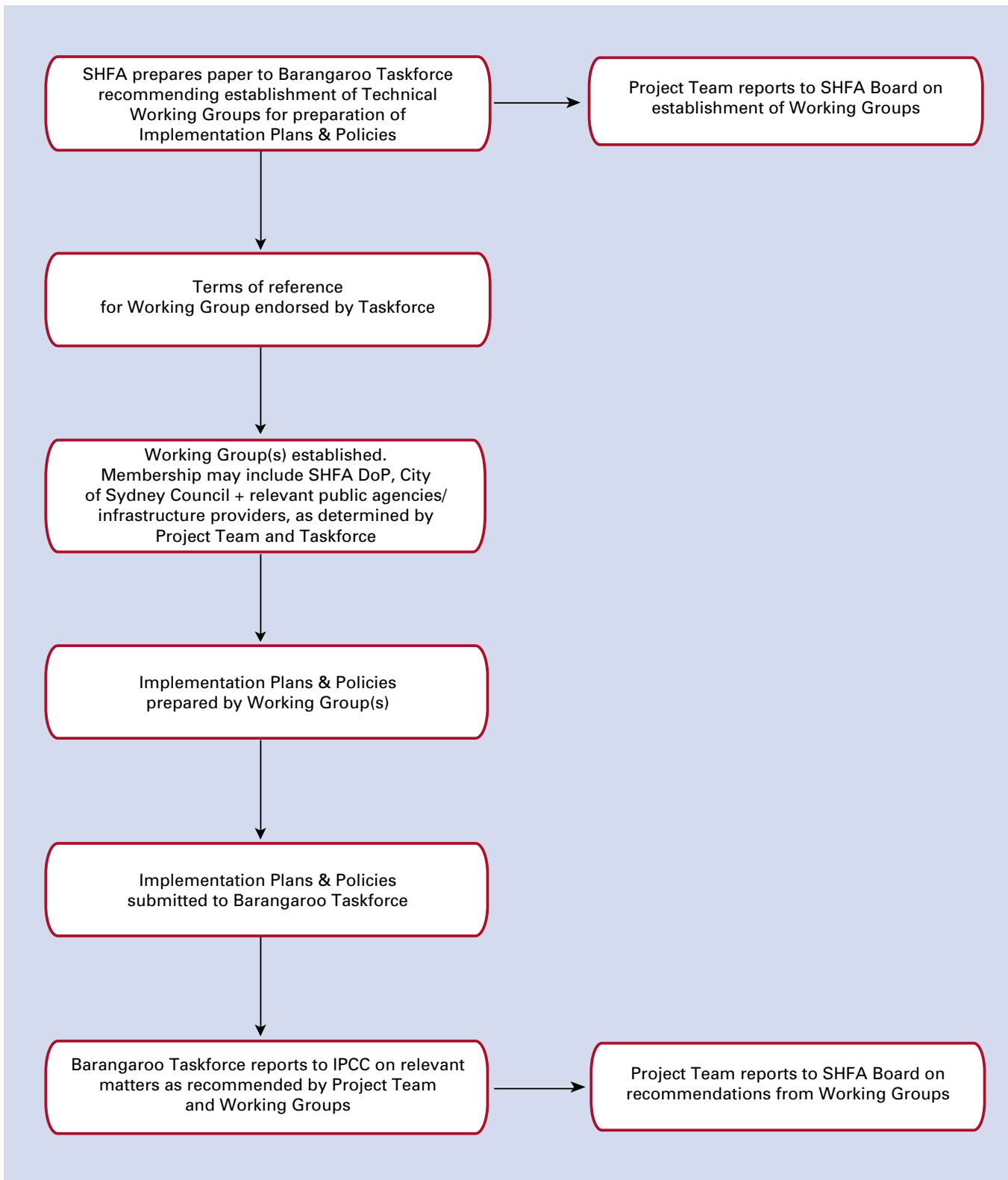
- Verify the scope and accurately cost all of the social and physical infrastructure needed to support the proposed development;
- Identify the relevant requirements for timing / staging of provision of that social and physical infrastructure;
- Identify any relevant Government agency policy initiatives that will be required to be in place to deliver specific outcomes;
- Provide details with respect to the funding mechanism(s) for delivery of the identified infrastructure; and
- Provide sufficient detail to enable the Sydney Harbour Foreshore Authority to enter into planning agreements with developers, relevant Government agencies, the City of Sydney and the Minister for Planning if required, to obtain contributions towards the provision of infrastructure either through a cash contribution or works-in-kind or both.

The Statement of Commitments also provides for the development of Implementation Policies relating to the following:

- Remediation;
- Design Excellence Strategy;
- Integrated Water Management Plan/Water Sensitive Urban Design (WSUD) Guidelines;
- Housing Strategy;
- Marketing & Promotions Strategy; and
- Retail Management Plan.

The following flow chart at **Figure 6.2** sets out the governance arrangement for the preparation of each of the above Implementation Plans and Policies.

Governance Arrangement for Implementation Plans & Policies*



*Implementation Plans & Policies include: Infrastructure Plan, Public Domain Plan, Transport & Access Plan, Community & Social Plan, Remediation Action Plan, Design Excellence Strategy, Integrated Water Management, Plan/WSUD Guidelines, Housing Strategy, Marketing & Promotion Strategy and Retail Management Plan.

Figure 6.2 Governance arrangement framework

