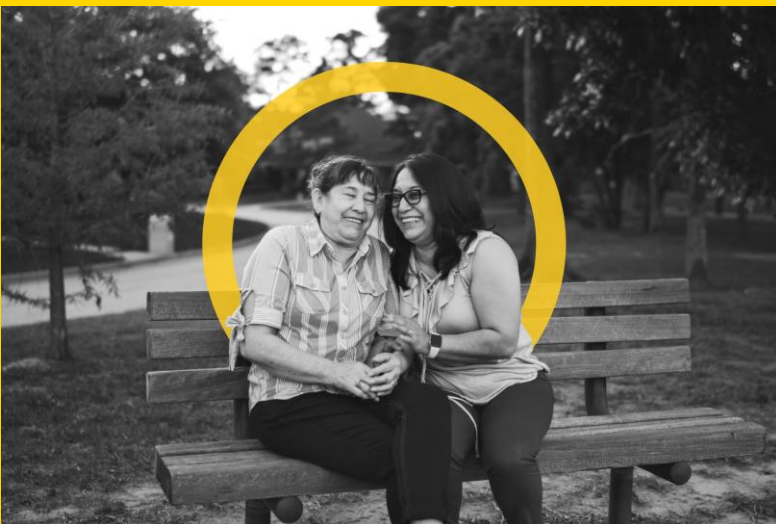


Bays West Stage 1 Draft Master Plan

Engagement outcomes report



Department of Planning & Environment
July 2022

About Astrolabe Group

Astrolabe Group are the recognised experts in urban growth and change management with a uniquely empathetic approach to client and community.

This report was prepared for NSW Department of Planning and Environment. In preparing the report, Astrolabe has made every effort to ensure the information included is reliable and accurate. Astrolabe is unable to accept responsibility or liability for the use of this report by third parties.

Acknowledgement of Country

In the spirit of reconciliation, Astrolabe Group acknowledges the Traditional Owners of Country throughout Australia and their continuing connections to land, waters and community. We show our respect to elders past and present. We acknowledge that we stand on Country which always was and always will be Aboriginal land.

Table of Contents

- Executive summary 5
- Introduction 7
- 1. Submissions 11
 - Built form and land use 13
 - Connecting with Country 15
 - Public domain and open spaces 16
 - Heritage 17
 - Social and community infrastructure 18
 - Connectivity 18
 - Traffic and transport..... 19
 - Road network and street hierarchy 21
 - Glebe Island Bridge 22
 - Sustainability..... 22
 - Design excellence..... 23
 - Template submissions 24
- 2. First Nations engagement 25
- 3. Survey 26
- 4. Interactive map..... 28
- Conclusion 29
- Appendix 31

Acronyms

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| BASIX | Building Sustainability Index |
| DPE | Department of Planning and Environment |
| EPA | NSW Environment Protection Authority |
| GFA | Gross Floor Area |
| NSW | New South Wales |
| PDPS | Place, Design and Public Spaces |
| UDIA | Urban Development Institute of Australia |

Executive summary

The Bays West Stage 1 Draft Master Plan presents an opportunity to renew and develop a precinct for a new community that respects and celebrates Country and is built on its natural, cultural, maritime, and industrial potential to shape an innovative and sustainable new place for living, recreation and working.

The Draft Master Plan was made available for public comment from 4 May 2022 to 31 May 2022. During the exhibition period, stakeholders and community members were invited to provide their comments and feedback on the proposed development. A Virtual Engagement Room, hosted on DPE's website, was created that included various engagement platforms, including:

- the Department of Planning and Environment (DPE) Portal and Mailbox for online submissions
- an online public survey
- an interactive map.

A total of 911 submissions were received from individuals and community groups, local government, state government agency, peak association, development industry group, and elected official stakeholders. Additionally, 161 surveys were completed, and 23 comments were left on the interactive map. Engagement with First Nations stakeholders was also undertaken by DPE.

Astrolabe Group has prepared this engagement outcomes report, on behalf of DPE, reporting on all feedback received during the exhibition period. This report considers submissions received, public survey results, comments left on the interactive map and feedback from the First Nations engagement. The insights in this report will inform and shape the finalisation of the Bays West Stage 1 Master Plan.

Key and recurring issues raised by the public are:

- concern about the scale of the development and the building heights
- support for the provision of the commercial, retail, and residential land uses as well as the community and social infrastructure
- appreciation for adaptive reuse of the White Bay Power Station
- concern around the possible impact of the proposed development on the capacity of the road network, public transport, social infrastructure, and open spaces
- support for inclusion of social and affordable housing
- support for the integrated concept of 'connecting with Country'
- appreciation for open green spaces and community amenities
- concern about the dominance of new development on the White Bay Power Station
- requests to improve the provision of the community and social infrastructure

- requests to improve physical and visual connectivity
- requests to improve public transport links (between the Metro and local buses)
- support for the provision of active transport and reopening of the Glebe Island Bridge
- concern about the private vehicles' traffic modelling and assumptions
- requests for further consideration of sustainability measures and greater clarifications regarding their implementation
- requests to place greater importance on design excellence for both buildings and open spaces, and
- requests for further acknowledgement of First Nations culture and values
- requests to include affordable housing for First Nations people, and support of First Nations businesses.

Introduction

Bays West Stage 1 Draft Master Plan

The Bays West Precinct (the Precinct), including White Bay, Glebe Island, Rozelle Bay, White Bay Power Station and Rozelle Rail Yards, has been identified as an urban renewal opportunity. The construction of a new metro station that is due to open in 2030 provides connections to surrounding areas and further afield and presents an opportunity for the NSW Government to explore the future potential of the Precinct.

The *Bays West Place Strategy*, which was finalised in November 2021, identified 10 sub-precincts that will be subject to a future master planning process and potential rezoning. NSW Government will undertake a staged approach for the renewal of the 77-hectare precinct.

The first parts of the Precinct to undergo master planning and rezoning are the White Bay Power Station (and Metro) and the Robert Street sub-precincts, while the remaining sub-precincts will undergo detailed planning at a future stage.

The vision for the White Bay Power Station (and Metro) and Robert Street sub-precincts is for a new kind of Sydney urbanism that respects and celebrates Country. It will build on its natural, cultural, maritime, and industrial stories to shape an innovative and sustainable new place for living, recreation and working. New activities, places, connections, and destinations will enrich Bays West's character and meaning over time through built forms and public spaces that embrace its natural and cultural heritage.

The Bays West Stage 1 Draft Master Plan (the Master Plan) aims to build on opportunities created by the Bays Metro station and proposes a new centre supporting the broader Bays West area with:

- offices, shops, cafes and restaurants
- social infrastructures such as a community centre and indoor sports centre
- the historic White Bay Power Station protected and reinvented as a centre of community activity, and
- about 2 hectares of green public open space.

The Master Plan was developed based on nine principles, derived from the Bays West Strategic Place Framework and Place Strategy, to guide the transformation of the White Bay Power Station (and Metro) and Robert Street sub-precincts in line with the strategic vision.

These urban design principles include:

- Connect to Country

- Functional water landscapes
- Connect community and water
- Consolidated open space
- Celebrate heritage landmarks
- The everyday and the event
- Active multi-modal interchange
- Reinforce a layered and evolving heritage, and
- Precinct-scale activation from day 1.

The Bays West Stage 1 Draft Master Plan was on public exhibited from 4 May 2022 to 31 May 2022. The exhibited package of documents included the following:

- Stage 1 Draft Master Plan
- Draft Heritage Interpretation Strategy
- Draft Ecological and Biodiversity Report
- Draft Transport and Traffic Impact Report
- Draft Sustainability Framework
- Flooding and Stormwater Report
- Draft Social Infrastructure Needs Study, and
- Draft Master Plan summary.

The public exhibition aimed to provide details and options for developing the White Bay Power Station (and Metro) and Robert Street sub-precincts and sought feedback on the Master Plan from a wide range of stakeholders.

Purpose of this report

This report provides an overview of all feedback received in response to the proposed Bays West Stage 1 Draft Master Plan. This report is structured in four sections:

1. Submissions – A summary of submissions received in alignment with the following 11 themes that reflect key elements in the Master Plan:

1. Built form and land use
2. Connecting with Country
3. Connectivity
4. Design excellence
5. Glebe Island Bridge
6. Heritage
7. Public domain and open spaces
8. Road network and street hierarchy
9. Social and community infrastructure
10. Sustainability, and
11. Traffic and transport.

2. First Nations engagement – A summary of feedback from First Nations engagement, facilitated by DPE.

3. Survey – A summary of the public survey results, collected through the Virtual Engagement Room.

4. Interactive map – A summary of comments made on the interactive map, collected through the Virtual Engagement Room.

Feedback received during the public exhibition period, and documented in this report, will inform and shape the finalisation of the Master Plan and preparation of the rezoning package. The remaining Bays West sub-precincts will be master-planned and rezoned as the renewal of the wider precinct continues, informed by further public consultation activities.

Public exhibition overview

A Virtual Engagement Room for the Draft Master Plan was hosted on the [NSW Department of Planning and Environment website](#)¹. The Virtual Engagement Room provided to access to:

- supporting documents, detailed information, and frequently asked questions
- an online survey, and a link to the Department of Planning and Environment (DPE) Portal for the online submissions
- an interactive map, fly through videos, and before/after sliders presenting the details of the proposed Master Plan
- register for an online information session or talk to a planner.

Other opportunities designed to connect with the stakeholders and facilitate their engagement, included printed advertisements about the exhibition and a letter box drop. Postcards were provided to areas surrounding the site within Inner West and City of Sydney local government areas, inviting community to register for an online information session.

Submissions process

Stakeholders were able to make submissions on the Draft Master Plan through the Virtual Engagement Room. A significant number of submissions (684) were generated through the Member for Balmain, providing a standard template for community members to utilise as their submission. Many of these submissions made no changes to the template, however some used the template as a base, and added additional comments.

A summary of submissions received is provided in Section 1.

First Nations engagement

As part of this public exhibition, the engagement of a variety of the First Nations stakeholders was facilitated by the Department of Planning and Environment (DPE) to collect their insights and feedback on the Master Plan. These participants were traditional owners, local First Nations community members and residents, local Indigenous business and service operators, and young community members in the age range of 18-25 years old.

A summary of the First Nations engagement outcome is provided in Section 2.

¹ <https://caportal.com.au/dpe/bays-west>

Survey

An online survey was provided for stakeholders to provide comments about the Master Plan, accessed through the Virtual Engagement Room. A summary of the public survey results is provided in Section 3.

Interactive map

An interactive map was included in the Virtual Engagement Room which presented the details of the Draft Master Plan. It provided the stakeholders with an opportunity to explore the proposed development on the Map and present their comments and feedback. A summary of comments made on the Map is provided in Section 4.

1. Submissions

This section provides a summary of submissions by themes in alignment with the key elements in the Bays West Stage 1 Draft Master Plan.

Overview

During the exhibition period, the Department received a total of 911 submissions from a variety of stakeholder groups. The breakdown of submitters is shown in Figure 1 and listed below.

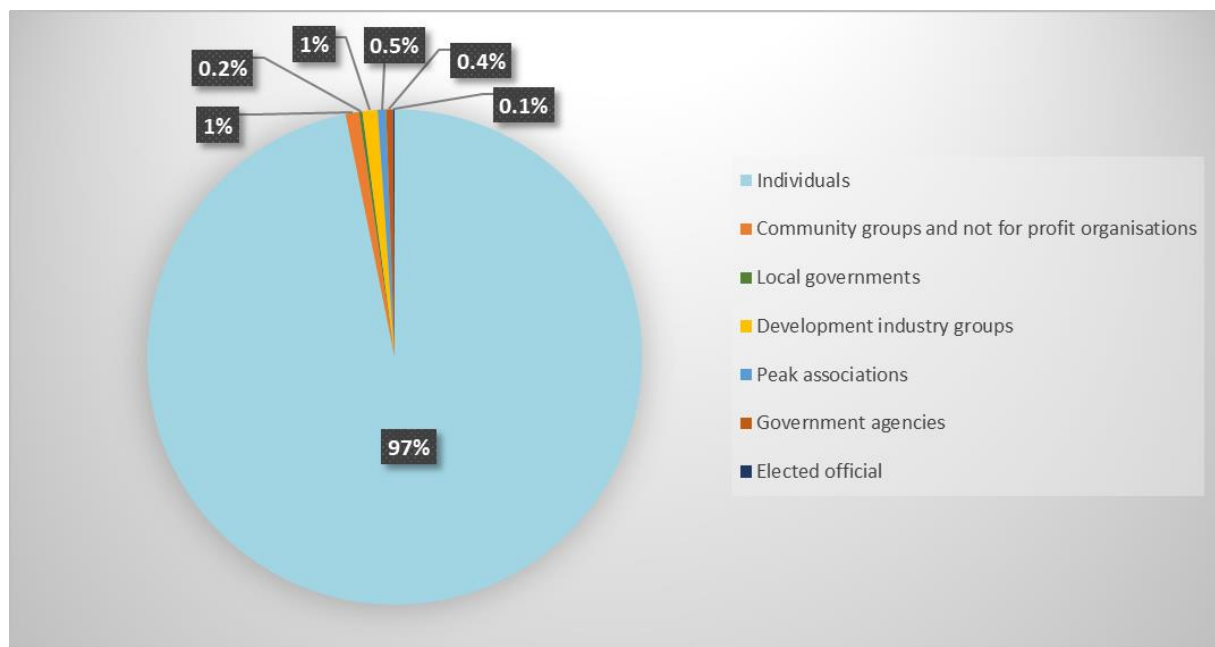


Figure 1. Distribution of participants in the exhibition

- 882 submissions by community members, including a total of 684 template submissions
- 8 submissions by community groups and not for profit organisations
- 2 submissions by local governments
- 9 submissions by development industry groups
- 5 submissions by peak associations
- 4 submissions by government agencies, and
- 1 submission by an elected official.

Appendix A provides a list of all local government, development industry group, state government, peak association, community group, and elected official stakeholders that lodged a submission.

A summary of the standard template submission is detailed at the end of this section. The template expressed support for the revitalisation of the Bays West, and also provided suggestions regarding:

- White Bay Power Station
- the scale of the proposed development
- open space
- predicted traffic
- pedestrian activity
- biodiversity.

Figure 2 presents the geographic distribution of those that made submissions.

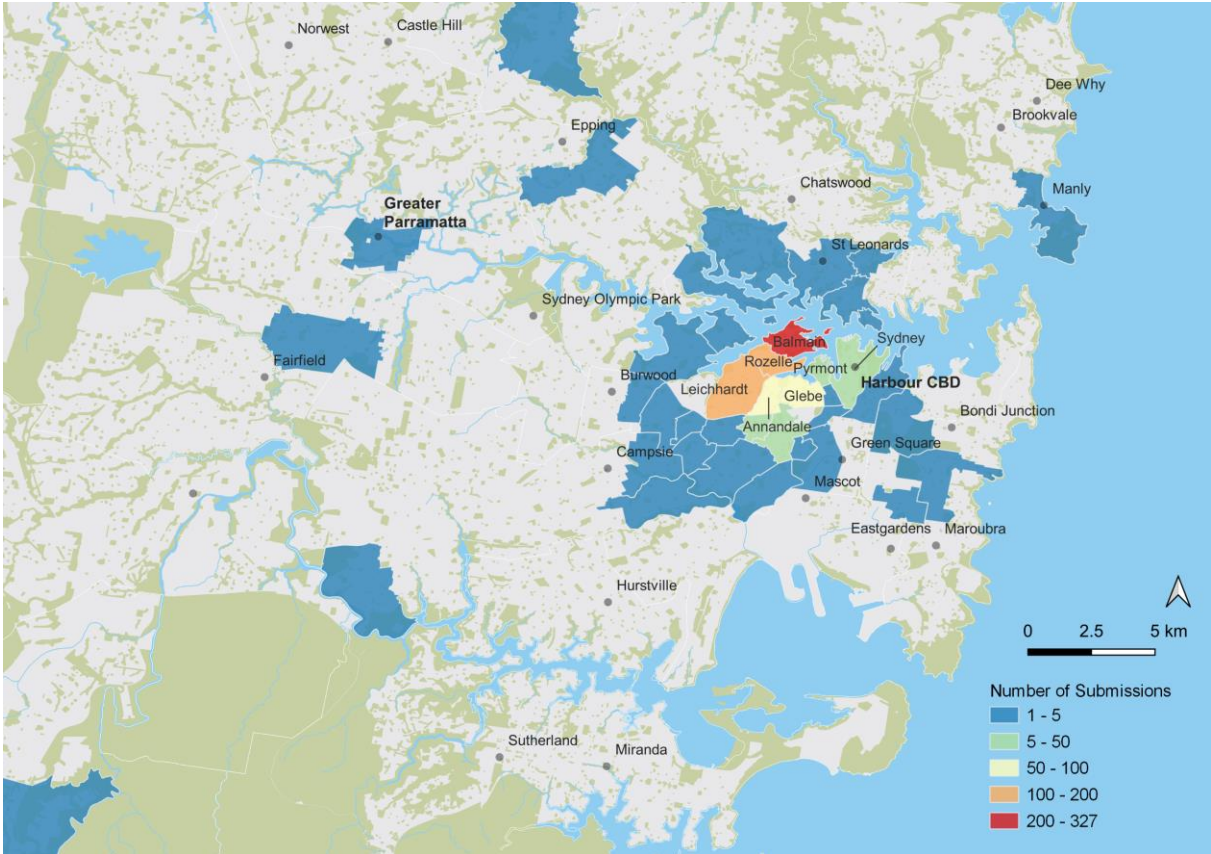


Figure 2: Distribution of submissions

Built form and land use

Built form

The scale of the development was a major concern for different groups of stakeholders, including individuals and community groups, local government, government agency, and peak association stakeholders.

The Master Plan was considered to allow for significant overdevelopment which may affect the potential of the Precinct. The risks of overshadowing, creating windy corridors at street level, and obstructing views by the proposed large-scale buildings were highlighted. Thus, adopting the human-scale was suggested to become the core value of the Master Plan.

Community members requested that Government do not subject the precinct to future modifications that will significantly increase the proposed floor space.

From the community:

"I am concerned about the scale of the proposed development in the south-western corner of the Precinct. I am not opposed to the erection of buildings in this area that harmonise with the architecture of the Anzac Bridge and the redeveloped Power Station. But the current plan looks to me like a mini-city, which is out of character with the nearby areas of Balmain and Rozelle, which have distinctive heritage and village-like characteristics".

Building heights

There was a strong objection to the proposed building heights from community, particularly regarding buildings with 18 to 22 storeys and above, and buildings located at the south-western corner of the Precinct. The height of the proposed tall buildings was considered inappropriate for the lower-scale development of Balmain and Rozelle, which may also dominate the heritage value of the Precinct and impact its character.

From the community:

"Please do not allow the high-rise buildings. Balmain and Rozelle local residents have been through this before with the Leagues club on Victoria Road. Look around the Balmain peninsula, there is little high-rise. This is what makes the place attractive to live in. Keep it low rise please!"

"I believe the height of buildings is excessive and will obscure the Heritage Power Station and dominate the Precinct."

Suggestions were made for new buildings heights to be lower than the White Bay Power Station, and also for new buildings to not obscure the view of the waterway from Anzac Bridge.

Some of the industry group stakeholders were supportive of taller buildings along the southern edge of the Precinct, and the potential to increase the scale of development in relation to proximity to the Metro Station, which can enhance the return on investment on the transport infrastructure and increase land value.

Uses and yields

All stakeholder groups were supportive of the Draft Master Plan's objective for land uses to include a mix of commercial, retail, and residential land uses, as well as the community and cultural infrastructure.

Suggestions were made to increase the transition of industrial land to mixed-uses, such as housing, public space and transport. The adaptive reuse of the White Bay Power Station was supported by all stakeholder groups, with a range of suggestions for its future uses, including cultural, educational, artistic and commercial.

From the community:

"I would love to see this grand building [White Bay Power Station] become a cultural, educational artistic and semi-commercial hub... hosting art exhibitions, markets, trade shows in the exhibition hall, and offices for art based not-for-profit organisations in the old office areas".

Other suggestions made included supporting longstanding local businesses, particularly those located around Darling Street, Balmain and Rozelle's local village. A submission received from an elected official, noted that "it is critical that the proposed land uses act to complement rather than compete with the existing local businesses".

Government stakeholders suggested an economic and employment strategy be developed at this early stage to provide further clarity in terms of employment and dwelling targets. They also suggested having the feasibility studies progress as soon as possible allowing it to be verified and included in the Draft Rezoning Package as a deliverable.

A significant proportion of submissions from the community expressed concern that the proposed density of development would be too high for the capacity of the road network, public transport, social infrastructure, and open spaces across the precinct.

It was suggested by some industry stakeholders however that increased development capacity would need to be realised to make the business case viable. Similarly, The Committee for Sydney noted that the scale and uses identified in the Draft Master Plan are unlikely to result in land value high enough to pay for the enabling costs, such as the development of the necessary public transport infrastructure. Thus, it was suggested that there may be a strong case for increased scale. The Committee for Sydney also suggested unifying the Precinct, including Rozelle Rail Yards, Robert Street and Cruise Terminal, Glebe Island, and Rozelle Bay under a single delivery authority.

Housing

A significant number of submissions expressed that the development of the Precinct is a unique opportunity to provide a meaningful increase of housing in Sydney, with many suggesting that development should include social, affordable and senior housing.

Sydney Local Health District raised that there is a lack of clarity regarding the proportion of social and affordable housing, and they also suggested that 15% of housing should be considered for affordable housing, as well as a significant social housing component.

City of Sydney noted the importance of considering environmental conditions impacting residential buildings, for example ensuring minimising the impact of noise and air pollution on residents. They also advocated that a minimum of 25% of residential floor space be delivered as affordable housing in perpetuity at the initial (to 2030) and later stages (to 2040). The Council also suggested that a proportion of affordable rental housing should be delivered as housing for Aboriginal and Torres Strait Islander communities.

Some industry stakeholders emphasised the need for specific planning controls to enable or incentivise development from build-to-rent, affordable or social housing operators.

From Scape Australia:

“We recommend that a variety of residential solutions should be included to ensure that access to affordable housing is maintained at this strategic node in Sydney... Specific planning controls are necessary... We recommend that the future rezoning incorporate incentive or planning control pathways for build-to-rent and affordable/social housing operators.”

Connecting with Country

There was significant support for Connecting with Country from community members and local and state government stakeholders. Suggestions were made from the community to consider an Indigenous name for the site.

A number of opportunities were highlighted by the community as suggestions to create a place that would enable connection with First Nations' culture, such as creating a cultural and artistic hub, or turning the White Bay Power Station into a museum for First Nations culture, art and history. This suggestion was echoed by City of Sydney, which suggested that specific provisions be made for accommodating Aboriginal and Torres Strait Islander enterprises within the cultural spaces located in the Precinct.

From the community:

“My proposal is for the White Bay Power Station to become an Australian Indigenous Cultural Centre linking with an Aboriginal walkway on Glebe Island in turn focussing on local Indigenous culture. It would be very convenient for access with the new Metro Station next door and easy access to the Overseas Cruise Terminal ... the planning of such a cultural centre should be done in consultation with Aboriginal and Torres Strait Islanders”.

Public domain and open spaces

The provision of a foreshore promenade and prioritisation of foreshore land for public spaces was strongly supported by a range of stakeholders. These stakeholders were supportive of a variety of open spaces proposed and emphasised the importance of increasing open spaces across the Precinct to enable positive mental and physical health outcomes.

Further, a range of stakeholders noted the importance of providing appropriate access to open spaces, as well as design considerations such as access to sunlight, shade, tree canopy as well as protection from rain and noise.

However, concerns were raised by community members in relation to the risk of flooding in the area, where the proposed parks are located, as the risk of flooding may not allow for or easily accommodate more intensive use of some open spaces. The issue of flooding was also highlighted by Sydney Local Health District and Inner West Council who requested this issue to be considered further.

From Sydney Local Health District:

“Consideration should be given to impact mitigation measures beyond those that would normally be applied ... The impacts on the site of significant flooding during storms requires further consideration particularly along the Northern frontage of the White Bay Power Station”.

From Inner West Council:

“Consideration of Development Contributions for this area should include a contribution towards the upstream components of this proposed upgrade to support reduced flood depths in Robert Street and improve evacuation of the sub-precinct”.

Heritage

Heritage items and sites

The Precinct's heritage significance was mentioned by all stakeholder groups, noting not only the importance of the industrial heritage, but also the extensive Indigenous history of the site.

The Draft Heritage Interpretation Strategy emphasises the importance of expressing heritage values and Connection to Country through the detailed design of the Precinct, also noting that implementation be a shared responsibility overseen by a single body to ensure interpretation is holistic and coordinated. Whilst the Inner West Council agreed with this approach generally, they noted a lack of clarity regarding how intangible heritage-based outcomes would be implemented.

White Bay Power Station

The White Bay Power Station was identified by a significant number of submissions from all stakeholder groups as the focal point of the Precinct, with its adaptive reuse generally supported by all. As mentioned previously, concerns were expressed regarding the scale of development surrounding the Power Station, as a vast majority of submissions noting that the proposed built form and heights would likely dominate the landscape and take away from the significance of the Power Station.

It was suggested by a range of stakeholders that the White Bay Power Station be developed into a cultural, educational and commercial hub. Examples of the appropriate revitalisation of industrial developments were also provided such as the redevelopment of the former Engine and Carriage Workshops at the Australian Technology Park in Eveleigh and the Tate Modern.

From Property Council of Australia:

"The White Bay Power Station is an important asset and provides an anchor to the Precinct ... Landmark redevelopments of iconic buildings present a significant economic and precinct branding opportunity but also come at a significant cost, which is why the incentive-drivers of the surrounding precinct must be proportionate to the challenges on-site ... [we] recommend that details on the future of the White Bay Power Station be further clarified, with a specific focus on ensuring key tenants of global significance are secured for the facility ... [we] recommend an economic development strategy be developed to strengthen the purpose and intent for the commercial GFA to support targeted tenant leasing for the new Precinct".

While local government stakeholders supported the conservation and adaptive reuse of the White Bay Power Station complex to provide multi-purpose community and social infrastructure, they noted that the activation of this key piece of infrastructure should happen in the early stages of the development of Bays West.

Social and community infrastructure

The provision of social infrastructure at the heart of the Bays West Precinct was supported by all stakeholder groups. However, it was noted that as the future total population of the precinct is unclear, it is difficult to understand what the social infrastructure needs may be.

From Sydney Local Health District:

“The proposal does not clearly identify the number of people proposed to be living within the 250 dwellings in the Bays West Precinct. And they require access to health care services and centres. Community facilities will need to be considered (e.g., meeting rooms, spaces for health services).”

Many community stakeholders noted that the Master Plan does not provide adequate social and community infrastructure – hospitals, health care centres, schools, aged care facilities, recreational and sports infrastructure – to support the level of residential development.

Local government stakeholders suggested that as recreation facilities, open spaces, plazas and streetscapes are likely to remain in public ownership or under public management, the rezoning package should include an Infrastructure Schedule and Staging Plan. This should provide certainty and transparency regarding costings (including ongoing maintenance), and how they will be delivered in a timely manner.

From City of Sydney Council:

“The Council asks that the Department [DPE] facilitates a discussion with School Infrastructure NSW, the City of Sydney Council, the Inner West Council on the issue of planned population growth in the area and the need to ensure that public schools are supporting community needs and continue to be appropriately resourced to respond to changes in student population.”

Connectivity

Suggestions for enhancing the connectivity across the Precinct were focused on both physical access and visual connectivity.

Regarding physical access, the improvement of public access to the waterfront from Anzac Bridge was suggested by the community. The connections to Glebe Island, Rozelle Parklands, Rozelle Bay were also encouraged by community, local government and industry group stakeholders.

Community members suggested that access to public transport infrastructure should be accessible for a wide range of commuters, such as people with physical disabilities. An industry stakeholder suggested that connectivity to the future Glebe Island Bridge should be considered, as well as access to the Silos and White Bay Power station.

From a visual connectivity perspective, community members suggested that views of the Sydney Harbour Bridge, the White Bay Power Station and Glebe Island Bridge should be preserved so that it can be viewed from across the Precinct. It was noted by the community that the lack of visual connection between the Glebe foreshore and the White Bay Power Station was a shortcoming of the Draft Master Plan.

From Heritage Council of NSW:

“White Bay Power Station is the only coal based industrial structure, dependent on a waterside location to survive adjacent to Sydney Harbour. Maintaining this unimpeded visual connection between the Power Station and Sydney Harbour is important. It is also important that the connection to Rozelle is retained as this is where the Power Station’s workers lived”.

Traffic and transport

Metro

The provision of Bays West Metro Station was commended by all stakeholder groups as an opportunity to prioritise public transport over the private mode of transport and provide better access to different places across the Precinct. It was suggested by industry stakeholders to coordinate the delivery of the Metro with the rest of the development in the Precinct to ensure adequate transport infrastructure is available to support activity from surrounding development.

The community expressed concern that there was inadequate bus links to the area, and a lack of proper connection between the Metro and broader public transport network.

From the community:

“The Metro Station is going to be very convenient, however, I did not see any links to local buses. How is the new station going to link with established bus routes? I suggest putting bus stops on both sides of the western approach to the ANZAC Bridge with lifts down to the Metro entry level so that the station can be integrated in the transport web”.

Both City of Sydney and community members suggested bus stops on either side of Anzac Bridge that connect to the Metro station. The provision of the light rail was also suggested by a large number of community members, in order to reduce the private vehicle use and ease congestion on the road network.

Active transport

The prioritisation of walking and cycling activities across the Precinct was strongly supported by all stakeholder groups. Reopening the Glebe Island Bridge as an active transport link was similarly strongly supported. As well as a network of pedestrian and cycle pathways.

Out of the two proposed options for the main roads across the site, Option 2 was preferred by the majority of stakeholder groups, as this option brings the traffic closer to the foreshore and away from the Metro station. Therefore, Option 2 better supports safety and active transport, whereas Option 1 would cut off the Metro station from the waterfront and White Bay Park.

Suggestions were made to develop waterfront pedestrian links around Rozelle Bay towards Jubilee Park, and across the Glebe Island Bridge to the new fish markets, and to create further pedestrian and cycle links to Ewenton Park and across to Rozelle. Links to Annandale and Glebe were other suggestions made. Sydney Local Health District suggested designing intersections and roundabouts in line with walkability guidelines.

From the community:

“Further efforts to prioritise pedestrian activity and cycling across the Precinct will be critical, including reopening the Glebe Island Bridge as an active transport link providing marine access can still be achieved as is currently possible. It may mean a different more permanent higher link in place of the current disused bridge.”

Private vehicles

The main concern regarding private vehicles was the impact of new developments on the capacity of the road network.

From the community:

“The area cannot accommodate the increased traffic from the proposed housing development.”

Community stakeholders referred to the existing issues of traffic, congestion and parking in the area and believed that these issues will be multiplied significantly by the proposed redevelopment, noting that roads and intersections are already at capacity.

Many community members expressed concern that the traffic modelling undertaken in the Draft Master Plan was ambitious and unrealistic, which may result in inadequate planning and mitigation for traffic. These stakeholders also noted that the traffic modelling does not include the cumulative impact from surrounding future developments such as the Bunnings and the adjacent Robert Street warehouses, the new Sydney Fish Markets, and traffic generated by the International Cruise ship Terminal. A further traffic study was requested to be undertaken, accounting for the cumulative impacts of this proposal along with further plans for the Bays West Precinct.

5% private vehicle mode share was noted by many community stakeholders as unachievable without a radical rethink of parking and access on-site. It was suggested that either the Victoria Road/Mullens Street intersection should be upgraded or the only car entry and exit to this Precinct should be via James Craig Road. A suggestion by City of Sydney indicates that a low vehicle environment on the proposed street bordering the southern edge of White Bay Park will provide the most successful interface between the Metro Station entry and park.

Sydney Local Health District suggested that parking space can be more efficiently utilised by unbundling parking from units, also making it easier for future repurposing with the expected decline in private vehicle ownership.

From the community:

“The model predicting the increases in traffic falls short of the likely outcomes. On a good day vehicular traffic into and out of the Balmain peninsula at the intersection of Robert Road and Victoria Road is seriously problematic. Any increase in this, which will certainly arise as a result of this redevelopment, will generate far greater traffic issues that require detailed further study. This traffic chaos will be exacerbated by the opening of the new Bunnings warehouse and the future new Fish Markets. All of which should be considered and modelled in this future review.”

Ports traffic

Submissions received that discussed the port was largely in relation to related heavy vehicle and traffic associated with them on the residential areas. Suggestions were made from the community for a clear delineation between spaces of residential and public uses, and the working port.

Road network and street hierarchy

One of the major concerns regarding the road network was around the perceived prioritisation of the car movements over the pedestrians’ movement in the Draft Master Plan which is not aligned with the vision of the Bays West Place Strategy and the NSW Government’s Movement and Place Framework.

It was suggested that existing residential areas in Balmain and areas along the waterfront be protected from major road development. It was also pointed out that Robert Street should not become a major thoroughfare.

While the prioritisation of pedestrian movement around the Metro Station was suggested, Option 2 for James Craig Road alignment away from White Bay Power Station was commended, as this would create a public space in front of the Metro Station. Another suggestion was to consider the James Craig Road access for new developments rather than Robert Street which is already at capacity.

From Inner West Council:

“The primary street would not carry heavy vehicles and other through-traffic related to industrial port activities as these would use the James Craig Road route – giving further confidence that it would be a low volume street ... It is appropriate that the current diesel bus fleet do not use this primary street. This may change when the bus fleet is electric, subject to the street’s space constraints”.

Glebe Island Bridge

The Glebe Island Bridge was considered to play a major role in connecting Bays West to the neighbourhoods of Balmain, Pyrmont, Ultimo, the Sydney CBD and beyond. It was referred to as a rare opportunity to facilitate active transport from Rozelle directly to Pyrmont and the city beyond.

The restoration of the Bridge and the exploration of innovative share solutions that would allow pedestrian and cycle use was strongly suggested by all stakeholder groups. It was suggested that the Bridge will provide reliable access for boats to Rozelle Bay and the Fish Markets.

From the community:

“The re-activation of this unique bridge will enable the creation of a ground level pedestrian/cycling capability that will extend around Rozelle and Blackwattle Bays as a continuous circuit with links to other such walking/cycling tracks around Sydney harbour, which defines this city. I look forward to the realisation of this Master Plan and the improvement in appearance and facility that it will enable”.

City of Sydney noted how the restoration of the Bridge is an opportunity to ensure the early success of the Bays West Project. It was suggested that the redevelopment of Bays West must directly facilitate the refurbishment and upgrade of Glebe Island Bridge as an urgent priority included in Stage 1.

Sustainability

The applied approach to sustainability, promoting biodiversity and ecological health, was supported by most of the stakeholders as a novel and innovative strategy.

There were some concerns raised about the proximity of the three unfiltered pollution stacks from the Rozelle Bay interchange and their impact on air quality. The lack of clarity around the contaminations management during excavation and the net effect of exposure to the negative impacts of road traffic and ports (such as air pollution, noise, and injuries) were pointed out as some of the shortcomings of the Draft Master Plan.

It was suggested by Sydney Local Health District that residential dwellings be developed away from high levels of air pollution and noise generated by major roads such as Victoria Road transitions into

Anzac Bridge. Considering the impact, mitigation measures beyond 'business-as-usual' was also encouraged. It was noted that greater consideration was needed in relation to flood management and decontamination of the foreshore and water.

Encouraging biodiversity through an eco-corridor, relying on green energy, utilising solar panels, and using sustainable building materials were outlined as some strategies that can help improve the sustainability in the Precinct by a range of stakeholders. It was also suggested to include native vegetation landscaping to attract and promote wildlife and birdlife.

City of Sydney expressed concerned regarding the lack of clarity surrounding the implementation of the Stage 1 Sustainability Framework.

From City of Sydney Council:

"The Draft Stage 1 Sustainability Framework is supported. However, it remains unclear how the aspirations contained within the Framework are proposed to be delivered...Further information is required to convey how the measures contained within the framework are to be translated into targets, principles, guidelines, and controls, and how development will be monitored and assessed to ensure sustainability targets are ultimately delivered."

Design excellence

Submissions that mentioned design excellence made comments in relation to both buildings and open spaces. Suggestions were made by community members to draw principles for the delivery of buildings of a range of sizes and forms from international best-practice, and to require buildings to achieve the highest standards of BASIX, Green Star, or other relevant sustainable development standards.

From the community:

"All development should be required to achieve the highest standards of BASIX, Green Star and/or other relevant sustainable development standards. All roof spaces should be accessible and contribute to mitigating urban heat island through greenery. I refer to the successful trial of combined green roof and solar panels at the WeWork building at Barangaroo"

Community members suggested that the design of the waterfront open spaces should be integrated with First Nations history and culture.

City of Sydney highlighted the importance of protecting residents from the noise and pollution resulting from the major traffic artery. The Council suggested that future stages of the Master Plan

provide specific design guidance to respond to conditions of noise and pollution in the residential buildings.

Inner West Council suggested the use of strong design controls to ensure development reflects the form and character of the surrounding area.

Template submissions

A total of 684 submissions were made using a standard template. The standard template focused on the following topics:

- retention of the White Bay Power Station
- the scale of the proposed development
- open spaces such as parks and foreshore walkways
- predicted increases in traffic
- pedestrian activity, and
- biodiversity corridors.

The template supported the revitalisation of the Bays West Precinct, noting that as the site is prime publicly owned waterfront land, public benefit should be the absolute priority for its redevelopment.

The retention of the White Bay Power Station was commended as being kept the key focal point of the Precinct through adaptive reuse as a significant cultural centre. The provision of open spaces was supported, though concern was raised regarding the impact of flooding on the function of these open spaces.

Another concern raised was about the scale of the proposed development in the south-western corner of the Precinct, a suggestion being that it is not in harmony with the existing scale and character of Rozelle and Balmain. Furthermore, the dominance of proposed tall buildings on the Power Station and the issue of blocking views were outlined. It was suggested that the Power Station should remain the main landmark and the height of new buildings should be lower than that.

The predicted increase in traffic and road congestion was raised as another issue. The prioritisation of active transport was suggested by reopening the Glebe Island Bridge and considering the primary road to be next to the Anzac Bridge as this will encourage greater pedestrian activity across the residential precinct, the Metro Station, and the proposed open spaces. Prioritising public access to the waterfront and promoting green spaces were encouraged to improve the local ecology. Strengthening biodiversity corridors along the harbour foreshore and adjacent precincts was also suggested.

2. First Nations engagement

Engagement with First Nations stakeholders highlighted the significant opportunity that the development of the Precinct has to reflect Aboriginal culture and values. First Nations stakeholders expressed support for the 'connecting with Country' approach in the Draft Master Plan and supported the proposed range of activities and day and night-time activation of the Precinct, and the planned social and community infrastructure. It was highlighted however, that social and community infrastructure needs to be inclusive of a wide range of community members. Moreover, stakeholders referred to the necessity of providing affordable housing options on the site, particularly for Aboriginal people.

Several opportunities were identified by First Nations stakeholders to support Indigenous businesses, particularly cultural education and tourism uses. Stakeholders also noted the importance of preserving significant heritage view corridors and facilitating sensory access to the Country.

Furthermore, the concept of 'connectedness' was discussed, and suggestions were made to integrate it into the design of the Metro station. Of the two primary street options, Option 1: 'Primary street out of the front of the Metro Station' was preferred, as stakeholders suggested it would provide a greater sense of place across the Precinct.

First Nations stakeholders responded positively to the approach to sustainability. Stakeholders requested further consideration for the Indigenous economy and how economic benefits may be maximised for First Nations communities.

3. Survey

A total of 161 respondents completed the online survey, with an overwhelming majority (85%) either being residents of, or workers or business owners in the area and its surroundings.

Of the 161 respondents, 43% noted that they either strongly disagreed or disagreed with the Draft Master Plan meeting their expectations in planning for the future of Bays West. A smaller proportion (31%) of respondents noted either agreement or strong agreement on the same matter, with the remaining 27% being neutral. Respondents generally agreed on the most important outcomes of each component, however, those that noted disagreement or strong disagreement were more likely to respond negatively to the built form elements of the Draft Master Plan.

High-level findings of each component are outlined below.

Connecting with Country

Respondents noted that the most important outcome in relation to connecting with Country was for the Draft Master Plan to inform the design of the urban structure, landscapes and built form. Over 79% noted this as either important or very important.

Public domain and open space

Respondents placed significant importance on the provision of open space and high-quality public domain. The most important related outcome identified was the need for sufficient public open space including green spaces, playgrounds and access to water, with 98% of respondents noting this as either important or very important.

Social and community infrastructure

The provision of public open space was similarly highly valued with 90% of respondents noting the provision of open space including hard and soft landscaping and communal gathering spaces as important or very important.

Respondents also placed significant importance on the provision of opportunities to build social and community infrastructure to support the precincts growth, with 90% of respondents commenting in such a manner.

Transport

Respondents overwhelmingly supported the provision of public and active transport in the precinct, with 95% noting that a focus on active and public transport links connecting the area with surrounding neighbourhoods as important or very important.

Specifically, 98% of respondents identified walking as an important mode of transport to be planned for, with over 80% noting the same for cycling, and for Metro and bus modes of transport. Conversely, only 36% identified planning for private vehicles as important or very important.

Built form and heritage

Respondents generally disagreed with the built form component, with 51% either disagreeing or strongly disagreeing that the proposed building heights and scale were appropriate or adequately considered significant heritage view corridors, shadowing, noise and current surroundings.

The built form and heritage component received greater negative sentiments as 43% of respondents that expressed disagreement with the Draft Master Plan, with a significantly higher 76% either disagreeing or strongly disagreeing that the proposed heights were appropriate. Many commented that a height of 22-storeys was not appropriate for the precinct.

Further, 59% of all respondents disagreed or strongly disagreed that appropriate built form composition is achieved through the Draft Plan. Negative sentiment was again higher in respondents that disagreed with the Draft Master Plan, with 84% noting disagreement on the same matter.

There was overwhelming agreement amongst respondents that the White Bay Power Station should be repurposed to become a focal point of the precinct, with 89% agreeing or strongly agreeing.

Respondents also showed support for the inclusion of affordable housing in Bays West, with 56% either agreeing or strongly agreeing.

4. Interactive map

Visitors to the interactive map left 23 comments during the exhibition period. The top three topics that were mentioned across the comments were:

- transport
- green spaces, and
- public domain.

Comments made regarding transport mainly highlighted issues related to the existing and proposed signalised intersections and crossings which will impose a significant delay on pedestrians and cyclists' travel time and consequently, discourage healthy and active mobility and encourage the private vehicle traffic. Comments raised these issues as being inconsistent with the aim of the Draft Master Plan to create an ultra-low traffic environment. The issue related to the parking spaces was another focused area.

Comments showed support for the focus on active transport options in the Precinct and highlighted the Glebe Island Bridge as a vital connection to Pyrmont, new fish markets, and the Sydney CBD. However, there was a concern about the lack of connectivity and accessibility for pedestrians and cyclists in some parts of the site such as around Anzac Bridge.

Regarding the green and public spaces, comments noted that there is insufficient green space in the current proposal. Furthermore, it was suggested that improvements to the plan for social and community infrastructure were required to support the increased population.

The provision of affordable housing options across the Precinct was also raised as a key issue, as many key workers are having to commute long distances to work in the inner city due to the lack of affordable housing in this area.

Conclusion

This engagement outcomes report summarises the feedback received during the public exhibition for the Bays West Stage 1 Draft Master Plan. A total of 911 submissions made by individuals and community groups, local government, state government agency, peak association, development industry group, and elected official stakeholders were received. A further 161 respondents completed an online survey, and 23 comments were left on the interactive map. Engagement with First Nations stakeholder was also undertaken.

The review and analysis of all engagement material received highlighted the following key matters:

Scale of the development

A reconsideration of the scale of the development and building heights is required to match it with the capacity of the proposed road network, public transport, social infrastructure, and open spaces. This reconsideration can also help to protect the character of the Precinct and its heritage values and improve both physical and visual connectivity across and beyond the Precinct.

Transport management

Further consideration of the traffic modelling is required to manage the private vehicle traffic more effectively and improve the link between public transport (the Metro and local buses).

It is also suggested that the delivery of the Metro with the Precinct's development needs to be coordinated to ensure the transport infrastructure and the developments and activities around the Metro Station will support each other's performance.

Development feasibility

Developing an economic and employment strategy at the early stage of the Project is significant to provide further clarity in terms of employment and dwelling targets. It is also important to have the feasibility studies progress allowing it to be verified and included in the Draft Rezoning Package as a deliverable.

Public domain and community and social infrastructure

It is essential that the Rezoning Package, embeds recreation facilities and open spaces through zoning and/or detailed provisions and includes a carefully considered Infrastructure Schedule and Staging Plan that provides certainty and transparency that these public spaces and facilities are costed, scheduled and will be delivered in a timely manner, either ahead of or alongside development.

Housing

Future rezoning needs to incorporate incentives or planning control pathways for build-to-rent and affordable and social housing operators.

Heritage

Careful consideration is critical to determining the most effective ways for implementing intangible heritage-based outcomes. Therefore, the Draft Rezoning Package should make a commitment to a delivery model and provide the required details.

Connecting with Country

Further consideration of acknowledging Aboriginal culture and values, providing affordable housing for Aboriginal people, and supporting Indigenous businesses is needed.

Sustainability

Further clarification is required on the implementation of the Draft Stage 1 Sustainability Framework, how the measures contained within the framework are to be translated into targets, principles, guidelines, and controls, and how development will be monitored and assessed to ensure sustainability targets are ultimately delivered, to enable better outcomes.

Appendix A: List of stakeholders

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| Local governments |
| <ul style="list-style-type: none"> • City of Sydney Council • Inner West Council |
| Development industry groups * |
| <ul style="list-style-type: none"> • Architectus • Lendlease • Scape Australia • Urban Development Institute of Australia (UDIA) NSW • Urbis |
| Peak associations |
| <ul style="list-style-type: none"> • AFL NSW • Bicycle NSW • Property Council of Australia • Shelter NSW • The Committee for Sydney • The National Trust of Australia |
| Government agencies |
| <ul style="list-style-type: none"> • Heritage Council of NSW • NSW Environment Protection Authority (EPA) • Port Authority NSW • Sydney Local Health District |
| Community groups/Not for profit organisations |
| <ul style="list-style-type: none"> • Antipoverty Centre • Agency Cohousing and Community • Balmain Association • EcoTransit Sydney • Friends of Ultimo • Pyrmont Action • The Glebe Society • Total Environment Centre |
| Elected official |
| <ul style="list-style-type: none"> • Jamie Parker, Member for Balmain, Parliament of NSW |

* There were three submissions from development industry groups that were de-identified due to their request for confidentiality of their details and submission content.

