

ITEM 5. CHINATOWN AND CITY SOUTH PUBLIC DOMAIN PLAN REVIEW 2015 – ADOPTION**FILE NO: S123893****SUMMARY**

The purpose of this report is to seek Council's adoption of the draft Chinatown and City South Public Domain Plan Review 2015 as amended.

On 16 August 2010, following extensive community consultation, Council adopted the Chinatown Public Domain Plan (2010 Plan). Considerable developments in the precinct since that time warranted an update to the 2010 Plan.

Consequently, City Design, in association with Spackman Mossop Michaels landscape architects, developed concept designs for the key streets in the area to inform public domain co-ordination works with government agencies, private sector and the City's capital works program, and reviewed work previously developed and approved by Council in the 2010 Plan.

On 10 August 2015, Council resolved to approve the public exhibition of the resultant draft Chinatown and City South Public Domain Plan Review 2015 (the 2015 Review). The draft 2015 Review was placed on public exhibition from 11 August to 30 September 2015. On 14 September 2015, City staff also held an information drop-in session for the community at Haymarket Library.

19 written submission were received in response to the public exhibition of the draft 2015 Review. A summary of the issues raised in the submissions received and the City's response is provided at Attachment F.

The draft 2015 Review has been amended following consideration of external and internal feedback. The amended Plan recommended for adoption, with additional text shown underlined in red and deleted text shown in ~~strikethrough~~, is at Attachment B.

An implementation plan with project priorities, scope and preliminary costings has been included for Council approval at confidential Attachment G.

RECOMMENDATION

It is resolved that:

- (A) Council adopt the Chinatown and City South Public Domain Plan Review 2015 with amendments, as shown at Attachment B to the subject report, as a guiding document to inform future capital works planning, project implementation, co-ordination and public domain delivery by developers and other agencies;
- (B) Council endorse the Chinatown Public Art Plan as shown at Attachment D to the subject report; and

- (C) authority be delegated to the Chief Executive Officer to approve the consolidation of the 2015 Review in clause (A) above with the previously endorsed 2010 Chinatown Public Domain Plan to create the Chinatown and City South Public Domain Plan 2015.

ATTACHMENTS

Attachment A: Resolution of Council – 16 August 2010

Attachment B: Chinatown and City South Public Domain Plan Review 2015 with amendments
(Note – This attachment will be circulated separately from the Agenda Paper in limited numbers. It will be available for inspection on Council’s website and at the One Stop Shop and Neighbourhood Service Centres.)

Attachment C: The Chinatown and City South Traffic Assessment Report (ARUP, 2015)

Attachment D: Draft Chinatown Public Art Plan

Attachment E: City Centre Public Domain Plan

Attachment F: Summary of submissions and responses

Attachment G: Chinatown and City South Public Domain Plan – Preliminary Implementation Plan and Financial Estimates (Confidential)

(As Attachment G is confidential, it will be circulated separately from the Agenda Paper and to Councillors and relevant senior staff only.)

BACKGROUND

1. The 2010 Chinatown Public Domain Plan (2010 Plan) proposed a series of projects to both significantly increase the quantity, and improve the quality, of Chinatown's public domain. Preparation of the 2010 Plan involved considerable consultation and engagement with local residents and business owners.
2. Since the adoption of the 2010 Plan, the following projects have been completed in Chinatown:
 - (a) Little Hay Street, Factory Street and Kimber Lane upgrades, including the artwork "In Between Two Worlds" in Kimber Lane by Jason Wing;
 - (b) Chinatown Visitor Information Kiosk; and
 - (c) library refurbishment and lift upgrade in Haymarket.
3. Current projects that are being implemented are:
 - (a) Thomas Street upgrade and partial closure; and
 - (b) artwork "Cloudgate" by Lindy Lee as a component of the Thomas Street upgrade.
4. Since 2010, a number of major urban developments have been approved in and around Chinatown and the southern part of the City Centre that have been completed, are currently underway, or imminent. These include:
 - (a) the CBD and South East Light Rail (CSELR) and related traffic circulation changes throughout the City Centre;
 - (b) urban renewal of Darling Harbour (Darling Harbour Live and International Convention Centre Sydney), including the Entertainment Centre site;
 - (c) development of the northern section of the 'Goods Line' (formerly Ultimo Pedestrian Network);
 - (d) significant upgrades and redevelopment of the University of Technology Sydney (UTS) City Campus;
 - (e) new student housing and residential developments along Quay Street; and
 - (f) urban renewal of the Carlton and United Breweries site (Central Park development).
5. These developments presented the need to update the 2010 Plan, and to develop design directions for the key streets that will be affected by the Darling Harbour Live development, referred to in the 2015 Review as City South.

2015 PUBLIC DOMAIN PLAN REVIEW

Review Objectives

6. In response to the significant urban changes affecting the southern end of Chinatown and City Centre, Spackman Mossop Michaels, and sub-consultants Arup, were commissioned to prepare the Chinatown and City South Public Domain Plan Review 2015 (the 2015 Review). The purpose of this review was to:
 - (a) review and update the project proposals in the 2010 Plan that are affected by the recent developments;
 - (b) develop project recommendations for better pedestrian and cycle connections between Chinatown, Darling Harbour, Central and Ultimo;
 - (c) provide timely input to Infrastructure NSW (INSW), Sydney Harbour Foreshore Authority (SHFA), Darling Harbour Live, the Goods Line, and Powerhouse Museum on public domain direction for their current and upcoming projects;
 - (d) increase the amount of public space available to pedestrians and cyclists;
 - (e) improve the quality of the public domain experience;
7. It is recommended that the this review be consolidated with the 2010 Chinatown Public Domain Plan to the Chinatown and City South Public Domain Plan 2015 to be made available on the City's website.
8. It is noted that in 2010, Dixon Street (north) between Liverpool and Goulburn Street was anticipated to be transferred from SHFA to the City of Sydney. This has yet to occur and so future works on Dixon Street will be within the City's jurisdiction between Goulburn Street and Hay Street.

Study Area

9. The 2015 Review updates a number of the 2010 Plan projects, including:
 - (a) Hay and Harbour Streets from the 2010 Plan directly interface with the Entertainment Centre redevelopment (residential development of Darling Harbour Live known as Darling Square), which will bring an unprecedented change in scale and density to the immediate western edge of Chinatown; and
 - (b) Quay Street as a major new pedestrian connection from Central Station to Darling Harbour.
10. The 2015 Review also includes the following new projects:
 - (a) Belmore Park – a key city park and public space, an essential green public open space for the local community, particularly with the renewal in the precinct that will significantly increase population density and place increased pressure on the park as a community resource; and
 - (b) Mary Ann Street, Macarthur Street, William Henry Street and Quarry Street – these streets are important at a local level for providing east-west connections between Chinatown, Darling Harbour and Ultimo, as well as at a wider urban scale as part of the Liveable Green Network.

Key Issues

11. The 2015 Review highlighted a number of key issues and challenges as follows:
 - (a) significant challenges with pedestrian amenity and connectivity in the interface and connecting streets between Darling Harbour and the City. Many of these streets are important city wide east-west pedestrian connections identified in the City's Liveable Green Network through the southern part of the city, connecting Darlinghurst and Surry Hills in the east with Ultimo and Glebe in the west;
 - (b) Darling Square brings an unprecedented increase in building scale and residential density to Chinatown. The development includes three residential buildings and two student accommodation buildings that will increase Chinatown's residential population by 5,000 people;
 - (c) the location of the light rail tracks adjacent to the Paddy's Markets facade limits pedestrian activity and the opportunity for more active uses (such as street markets) along the southern side of Hay Street;
 - (d) poor street and edge activation along Darling Harbour Live development. The key public domain interfaces with Chinatown, Hay Street and Harbour Street are occupied by predominantly inactive uses such as car park entrances, building services and residential lobbies;
 - (e) removal of the pedestrian bridge that previously connected the Entertainment Centre forecourt on Hay Street to the Powerhouse Museum forecourt on Harris Street has resulted in the loss of an accessible route to Harris Street due to the 1:9 gradient on Macarthur Street. This will not be rectified until a proposed redevelopment of the Powerhouse Museum occurs;
 - (f) in February 2015, the NSW Government announced its intent to relocate the Powerhouse Museum to Western Sydney, and to redevelop the current Ultimo site. Given the limited available information on the proposal, the Review has focussed on street connectivity issues rather than future land use options; and
 - (g) increased pressure on Belmore Park, which is an important link for commuters as well as a local park for an increasing resident population.

2015 PUBLIC DOMAIN PLAN REVIEW RECOMMENDATIONS

12. The 2015 Review recommendations for the following streets and spaces are detailed below.

Hay Street and Harbour Street

13. Hay Street and Harbour Street are inextricably linked due to their combined function as the only vehicular access route to the centre and western edge of Chinatown, and consequently the eastern edge of the Darling Square development.
14. Parts of Hay Street and Harbour Street are within the Darling Square development boundary. For the purpose of a unified public domain and improved wider urban connections, these areas were included in the 2015 Review.

15. It is anticipated that the options proposed below will be tools to help the City negotiate the best possible public domain outcome with surrounding stakeholders given constraints on the sites, some of it currently unknown (e.g. impacts on traffic as a result of CSELR and the extent of public domain delivery on the Darling Harbour Live sites).
16. Two options are proposed for Hay Street and Harbour Street. The objectives for public domain improvements are consistent and apply to both options detailed below:
 - (a) Option One
 - (i) Option One takes a conservative approach to possible public domain improvements by maintaining all existing and planned access and circulation requirements. This approach responds to advice from the Roads and Maritime Services (RMS) as part of the stakeholder consultation for the current study.
 - (ii) Maintain the existing traffic route arrangement along Hay Street and Harbour Street, being one-way westbound on Hay Street and then northbound on Harbour Street to Goulburn Street, and widen footpaths along Hay Street and Harbour Street where feasible.
 - (iii) The result is a generous and comfortable pedestrian route along the northern side of Hay Street with consistent materials, finishes and street trees between George Street and Darling Drive.
 - (iv) The shortfall with Option One is that majority of the frontage on Hay Street west of Harbour Street is inactive, and the pedestrian footpath on the northern side is terminated by a driveway into the South West Building of the Darling Square development.
 - (b) Option Two
 - (i) Option Two for public domain improvements on Hay Street and Harbour Street proposes the creation of a pedestrian plaza on Hay Street between Sussex Street and Harbour Street. This area experiences the most intensive pedestrian activity along Hay Street, and within Chinatown overall, and requires a radical reconfiguration of traffic arrangements in Chinatown's urban core.
 - (ii) The proposal is an update of the Hay Street Mall project put forward in the 2010 Plan, with variations that respond to the upcoming urban conditions created by the Darling Square and CSELR developments.
 - (iii) The western end of Hay Street is reopened to connect Harbour Street to Darling Drive in order to maintain local vehicular access and connectivity to the western side of Chinatown and the Darling Square development. The new Hay Street and Harbour Street connection would operate as a two-way local road.

- (iv) Consultation with the City's internal stakeholders and the Design Advisory Panel has confirmed that Option Two is strongly preferred over Option One. However, RMS has advised that they would not consider any changes to the current configuration of Hay Street and Harbour Street until the CSELR is completed and operational, and its effect on City traffic is known.
 - (v) As a result of the consultation with RMS, Option Two is seen as a long term aspiration that could be investigated post CSELR completion.
17. Through design workshops and presentation at INSW's Design Review Panel, INSW and Lend Lease have expressed their concern that the introduction of vehicular access on Hay Street between Darling Drive and Harbour Street might disrupt the pedestrian boulevard condition. The recommendation was for the City to investigate the closure of the entire length of Hay Street to a pedestrianised plaza. It was noted that this is essentially the City's original 2010 Plan concept.
 18. The project team have since tested the feasibility of the 2010 concept of a full closure and creation of a plaza space on the entire length of Hay Street. The investigations have shown that with the proposed building envelopes for the South East Plot of the Darling Square development, there is no longer sufficient space on Harbour Street to achieve the vehicular turnaround that is required for the concept to be viable. Without substantial changes to traffic flows in the precinct, this option is no longer feasible.
 19. It is therefore recommended that Option Two be the long term preferred option for Hay Street, with further investigations in design development phase to include pedestrian focused measures to support the continuation of the boulevard.

Quay Street

20. The 2010 Plan concept for Quay Street is for a boulevard with substantial footpath widening and street tree planting to improve pedestrian amenity and strengthen the connection between Chinatown, Darling Harbour and the Railway Square precinct, including UTS.
21. The Darling Harbour Live redevelopment will deliver an extension of the Quay Street alignment as a major new pedestrian connection through Darling Harbour
22. Improvements to some sections of Quay Street have already been completed through developer contributions, including upgrade of paving, lighting and trees, and footpath extensions.
23. Following discussions with the UTS Insearch to improve pedestrian safety, the City's Traffic Operations Team is investigating the introduction of pedestrian crossing at the northern intersection of Thomas Street and Quay Street. RMS has provided in-principle support for the crossing. During discussions with RMS, the potential of a minor closure on Quay Street south of Thomas Street to Valentine Street was also tabled, and it was noted as a potential future improvement to be investigated further in consultation with RMS.
24. It is noted that the section of Quay Street between Ultimo Road and Hay Street is under SHFA's jurisdiction.

Connecting Streets – Mary Ann, MacArthur, William Henry and Quarry Streets

25. The 2015 Review also proposes minor upgrades to the connecting streets to improve pedestrian amenity, including rationalisation of footpath finishes, lighting and widened footpath where possible.
26. Due to the significant level changes between Darling Drive and Harris Street and non-complying gradients on some of the streets, the Review suggests the introduction of a public lift along William Henry Street, and for a public lift to be incorporated into the Powerhouse Museum site in its potential redevelopment, to provide better universal access through the sites.
27. The 2015 Review also suggests improvements to Darling Drive to improve precinct wide pedestrian and cycle amenity and connectivity. These works are in SHFA's jurisdiction and are not part of any implementation works by the City.
28. The project team has begun working with SHFA to achieve a co-ordinated approach to the public domain.

Ultimo Road

29. The 2010 Plan concept design has been updated to reflect recent transport and traffic changes, including the proposed changes articulated in the Sydney City Centre Capacity Improvement Plan by the RMS.
30. The proposal for Ultimo Road is for the upgrade and extension of the existing separated cycleway, and for footpath upgrades and extension where feasible.

Belmore Park

31. Located at the eastern end of Hay Street on the edge of Chinatown, Belmore Park is an essential green public space for the local community, as well as an important through route for commuters accessing bus, train and light rail connections at Central Station.
32. Given the projected increase of residents and workers in the precinct, the 2015 Review makes recommendations for an upgrade of Belmore Park to increase activation and amenity, so as to encourage people to stay and enjoy the park and to ensure that it can properly cater for the recreational and open space needs of its current and growing local community.
33. A master plan should be produced, informed and guided by the Belmore Park Heritage Study 2012 and the Belmore Park Draft Plan of Management 1993 to include staged works to address issues such as accessibility, activation and amenity.
34. Works to Belmore Park need to be co-ordinated with the CSELR construction program, including use of part of the park as a construction compound.

Belmore Park Precinct

35. The 16 August 2010 Resolution of Council (Attachment A) directed further public domain planning for the emerging multicultural Asian areas east of George Street and approximately bound by Liverpool Street, Belmore Park and Elizabeth Street.

36. The City Infrastructure team is currently investigating public domain upgrade of lighting and paving to parts of Goulburn, Pitt, Castlereagh, Hay and Campbell Streets as part of the City Paving and Lighting Program. These works will improve the quality of the footpath to the City Centre palette as per the Sydney Streets Code.
37. Cycleway works along Castlereagh Street (between Liverpool Street and Hay Street) have been completed. The Castlereagh Street south cycleway forms part of a primary north-south cycle route through the CBD, connecting Liverpool Street in the north and Hay Street in the south.
38. The area is also experiencing significant changes with the introduction of light rail and the renewal of Central to Eveleigh. The undertaking of a specific public domain plan for this area will be conducted in time as traffic changes and direction for the renewal of Central to Eveleigh is established.

Public Art

39. With an overall title *New Century Garden*, Curator Aaron Seeto (former Director Gallery 4A) has prepared a draft Chinatown Public Art Plan (Attachment D), which sets future directions for public art in Chinatown to be incorporated into future capital works improvements. This document builds on the Future Curatorial Directions and Recommendations for Public Art in Chinatown endorsed by Council in 2010.

Project Priorities

40. The 2010 Plan project priorities have been reviewed to better align with the timing of the major developments described in this report, and have been prioritised in the tables below within the following parameters:
 - (a) percentage gain of public space;
 - (b) alignment with adjoining developments / transport initiatives;
 - (c) strategic potential of project;
 - (d) feasibility (ease, transport constraints);
 - (e) community preference based on 2010 Plan recommendations;
 - (f) Council authority over land; and
 - (g) preliminary estimate costs.

Chinatown Public Domain Plan Review			
	2010 Priorities	2015 Updated Priorities	Timing
1	Hay Street	Thomas Street	In progress
2	Thomas Street	Quay Street	Short
3	Dixon Street	Dixon Street	
4	Sussex Street	Sussex Street*	
5	Harbour Street	Goulburn Street*	
6	Quay Street	Hay Street	
7	Ultimo Road	Harbour Street	Medium

Chinatown Public Domain Plan Review			
8	Goulburn Street	Ultimo Road	Long
9	Douglass Street and Lane / Eagar Street and Lane	Douglass Street and Lane / Eagar Street and Lane	
10	Valentine Street	Valentine Street	

*Part of CBD granite and smart pole rollout

City South Public Domain Review			
	New Projects		Timing
1	Belmore Park**	Masterplan	Short
		Implementation	Medium
2	Mary Ann Street		Short/Medium
3	MacArthur Street		
4	Quarry Street		
5	William Henry Street		Long

** To be co-ordinated with CSELR construction program

41. The timing of the remaining projects needs to be reviewed to reflect Council's available capital budget allocations or delivery by other government agencies or developers. An implementation and preliminary cost plan is attached to this report (confidential Attachment G).

Strategic Alignment - Sustainable Sydney 2030

42. *Sustainable Sydney 2030* is a vision for the sustainable development of the city to 2030 and beyond. It includes 10 strategic directions to guide the future of the city, as well as 10 targets against which to measure progress. The Plan is aligned with the following strategic directions and objectives:
- (a) Direction 1 - A Globally Competitive and Innovative City – Chinatown embodies a rich combination of the city's history and its contemporary role as a global city in the Asia Pacific Region.
 - (b) Direction 3 - Integrated Transport for a Connected City – the Plan considers and responds to the anticipated changes to the City Centre as a result of the CSELR project.
 - (c) Direction 4 - A City for Walking and Cycling – the Plan's focus is on creating a better environment for walking and cycling in the precinct
 - (d) Direction 5 - A Lively and Engaging City Centre – a key objective of the Plan is to reclaim Chinatown from traffic, where there are more, and better quality open spaces for people to linger, and where 'fine grain' character, such as small retail and service spaces, is increased.
 - (e) Direction 6 - Vibrant Local Communities and Economies – Chinatown is one of the city's most vibrant communities and economies that is active day and night. Better public domain outcomes as recommended by the Plan will build on its vibrancy a help improve conditions for this thriving community and economy.

- (f) Direction 7 - A Cultural and Creative City – the Chinatown Public Art Plan seeks to give direction for the future of public art in the precinct, which draws from the unique cultural and linguistic diversity and social history of the area.
- (g) Direction 9 - Sustainable Development, Renewal and Design – the Plan reviews anticipated changes that come with the surrounding major developments and seeks to provide design recommendations and input that would help improve public domain outcomes.
- (h) Direction 10 - Implementation through Effective Governance and Partnerships – through the development of the Plan, the City has been able to have informed discussions and provide recommendations that articulate optimal public domain outcomes for the city and the community.

BUDGET IMPLICATIONS

- 43. The Chinatown and City South Public Domain Plan Review recommends a series of projects that could guide future capital budget allocations for improvements to the area for the next 20 years. It is likely that to implement the priority projects, some adjustment within the 10 year Long Term Financial Plan will be required.
- 44. Priorities for implementation have been identified to assist development of an implementation plan and allocation of capital works budgets or delivery by other parties (see confidential Attachment G).

OPTIONS

- 45. Not adopting the Chinatown and City South Public Domain Plan Review would limit future negotiations with developers and other agencies on the delivery of public domain in a co-ordinated manner.

RELEVANT LEGISLATION

- 46. Attachment G contains confidential information which, if disclosed, would confer a commercial advantage on a person with whom Council is conducting (or proposes to conduct) business. Discussion of the matter in an open meeting would, on balance, be contrary to the public interest because it would compromise Council's ability to negotiate fairly and commercially to achieve the best outcome for its ratepayers.

PUBLIC CONSULTATION

- 47. The draft Chinatown and City South Public Domain Plan Review was placed on exhibition from 11 August to 30 September 2015.
- 48. Letters notifying of the exhibition and inviting comments were sent to key stakeholders including, Haymarket Chamber of Commerce, SHFA, INSW, Lend Lease and various cultural institutions.
- 49. 9,145 notification letters were also letterbox dropped to residents and businesses in the Chinatown and City South precinct.
- 50. Two drop-in sessions at Haymarket Library were held on 14 September 2015 to allow people to view the plans, discuss issues and seek clarification with City staff and make a submission at the venue.

51. The project team was invited to present the work to INSW's Design Review Panel.
52. The draft 2015 Review has been presented to the City's Design Advisory Panel, which was supportive of the recommendations.
53. The Chinatown Public Art Plan has been presented to the Public Art Advisory Panel, which was supportive of the recommendations.
54. The project team has consulted with SHFA, INSW, Powerhouse Museum and RMS on the Review's recommendations. The Review was also presented to the Small Business Commissioner.
55. During the consultation, RMS advised they are unlikely to consider any changes to the traffic capacity or route configuration of Hay Street and Harbour Street until the CSELR is completed and operational, and its effects on City traffic is known.
56. The project team has also started discussions with Lend Lease on interface issues surrounding Darling Harbour and city streets.
57. Further consultation with INSW and SHFA is ongoing in an effort to get optimal, co-ordinated public domain outcomes.
58. The 2015 Review builds on the extensive community consultation that was conducted for the 2010 Plan, which included a roundtable with key business, cultural and community leaders, street surveys, two major well-attended community workshops. The community was overwhelmingly supportive of the recommendations of the 2010 Plan.

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