

Post Exhibition - Planning Framework - Ultimo Pyrmont - Sydney Local Environmental Plan 2012, Ultimo Pyrmont Local Infrastructure Contributions Plan, Sydney Development Control Plan 2012 Amendment and Central Sydney Development Contributions Plan Amendment

File No: X101016

Summary

The proposed Ultimo Pyrmont planning framework is the City of Sydney's (the City's) response to the NSW Government's Pyrmont Peninsula Place Strategy and the Minister for Planning and Public Spaces' direction to provide capacity for 4,000 new homes and 23,000 jobs.

This report follows the public exhibition of the City's Ultimo Pyrmont planning framework which included:

- new planning controls for 1,269 homes in residential flats, mixed-use developments and small-lot housing, designed to ensure good access to sunlight and natural ventilation
- new planning controls with the capacity to accommodate around 5,756 jobs in a range of building typologies in highly accessible locations and align with the types of commercial buildings industry have told us are in high demand
- new planning controls that facilitate opportunities to increase publicly accessible open space, widen footpaths, accommodate over 250 new trees, 2,000sqm of new green roofs, and minimise overshadowing to existing residents and important public parks and places, and
- a new local infrastructure contributions plan for Ultimo Pyrmont that will align growth with the delivery of new and improved local infrastructure

Together with the existing development approvals and State Significant sites, the draft framework meets the Pyrmont Peninsula Place Strategy targets, contributing 4,192 homes and 25,423 jobs.

The draft framework was exhibited from 1 October to 13 November 2024, receiving 243 submissions including 23 in support, 72 neutral and 148 objections. In addition, 11 submissions were received from public authorities and government agencies. A summary of the submissions and responses is at Attachment A.

The 23 submissions in support noted that the proposal provides for housing and employment growth in a location with excellent amenity, close to existing infrastructure and services, supported by an increase in public transport capacity and local infrastructure investment. Submissions acknowledged that the planning controls had been carefully crafted to minimise impacts on the existing community and generally looked to promote place improvements, including more trees, more open space, widened footpaths and streets with access to daylight and comfortable wind conditions.

The 148 objections mainly raised concerns about:

- infrastructure provision and alignment with growth
- traffic congestion and parking impacts
- the character of the area and that the planning controls would impact on the area's village feel
- building heights, being too tall and out of character with existing buildings and context
- the current lack of demand for office floor space and the need to plan for additional dwellings in response to the housing supply crisis.

The site-specific concerns focused on:

- the proposed controls for the Quarry Master Drive and Saunders Street precinct, and
- the proposed controls for the Gateway Apartments at 1-27 Murray Street

In response to submissions, the key change is to encourage mixed-use residential development on some mixed-use zoned sites where commercial development was previously proposed. This includes increased height and floor space ratio (FSR) for residential outcomes at the Gateway Apartments at 1-27 Murray Street, 46-48 Pymont Bridge Road and 13A-29 Union Street. With adjustments to exhibited sites, the amended proposal could deliver between 1,262 and 1,524 homes and 3,603 and 6,970 jobs, depending on market preference for residential or employment uses over time.

Combined with amended development approvals and development potential on State Significant sites, the City's amended Ultimo Pymont planning framework still exceeds the Pymont Peninsula Place Strategy targets contributing between 4,555 and 4,817 homes and 23,637 and 27,004 jobs for the area. A comparison of pre and post exhibition dwelling and job numbers is provided at Attachment B.

This report describes the outcomes of the exhibition and recommends changes be made to the Ultimo Pymont planning framework in response to the submissions.

The report asks Council to note further investigation will be done on some new sites and sites requiring significant amendments in response to landowner submissions. Additional density on these sites is possible and the City will investigate revised planning controls through a Stage 2 process, to be reported back to Council and publicly exhibited. Stage 2 sites have the potential to accommodate approximately 1,300 additional homes.

The report recommends Council approve the amended Planning Proposal and Draft Sydney Development Control Plan – Ultimo Pyrmont, and proceed to finalise the Planning Proposal as a local environmental plan (LEP). The Development Control Plan will come into effect when the LEP is published.

It recommends Council approve the Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 with a request that the Minister amend relevant planning regulations to enable a contributions levy of up to 3% on new development.

The report also asks Council to approve draft amendments to the Central Sydney Development Contributions Plan 2020, which were publicly exhibited at the same time as the draft Ultimo Pyrmont planning framework. Two submissions were received: one supportive and one neutral. The draft amendments include updates to legislative references and policy changes for exclusions and refunds. The amendments are consistent with the draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023. No changes are proposed to the levy rates or schedule of works in the Central Sydney Development Contributions Plan 2020.

Recommendation

It is resolved that:

- (A) Council note the matters raised in response to the public exhibition of Planning Proposal – Ultimo Pyrmont, Draft Sydney Development Control Plan – Ultimo Pyrmont, draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 and Central Sydney Development Contributions Plan 2020 Amendments, shown at Attachment A to the subject report;
- (B) Council note that the NSW Government must recommit to returning Wentworth Park as public open space and not extend the Greyhound Breeders, Owners and Trainers Association’s lease beyond 2027. Without this action, the community will face insufficient open space, inadequate recreational infrastructure, and increased flood risks in an already densely populated precinct;
- (C) Council approve Amended Planning Proposal – Ultimo Pyrmont shown at Attachment C to the subject report, and request the relevant local plan making authority make the planning proposal as a Local Environmental Plan under section 3.36 of the Environmental Planning and Assessment Act 1979;
- (D) Council approve Amended Draft Sydney Development Control Plan – Ultimo Pyrmont shown at Attachment D to the subject report, noting the approved Development Control Plan will come into effect on the date of publication of the subject Local Environmental Plan;
- (E) Council request the Minister for Planning and Public Spaces amend Section 209(1) of the Environmental Planning and Assessment Regulation 2021 to allow for a contributions levy of up to 3% to apply to new development;

- (F) Council approve Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 shown at Attachment E to the subject report, noting it will commence only following the amendment of Section 209(1) of the Environmental Planning and Assessment Regulation 2021 and the making of the amendment to the Local Environmental Plan;
- (G) Council approve the draft amendments to the Central Sydney Development Contributions Plan 2020 shown at Attachment F to the subject report, noting these amendments will commence when published on the City's website;
- (H) authority be delegated to the Chief Executive Officer to make amendments to Amended Planning Proposal – Ultimo Pyrmont, Amended Draft Sydney Development Control Plan – Ultimo Pyrmont, Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 and Central Sydney Development Contributions Plan 2020 Amendments to correct any errors or omissions prior to finalisation; and
- (I) Council note that, in response to submissions, the City is investigating 463-467 Harris Street, 56 Harris Street, 1-19 Allen Street, 313-369 Harris Street, 1-7 Henry Street, 26-52 Mount Street and 1-33 Saunders Street for new planning controls, the results of which will be reported back to Council and where supported, placed on public exhibition.

Attachments

- Attachment A.** Ultimo Pyrmont Planning Framework and Central Sydney Development Contributions Plan 2020 Amendments - Summary of Submissions and Responses
- Attachment B.** Pre and Post Exhibition Dwelling and Job Number Comparison
- Attachment C.** Amended Planning Proposal – Ultimo Pyrmont
- Attachment D.** Amended Draft Sydney Development Control Plan – Ultimo Pyrmont
- Attachment E.** Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 (as amended following public exhibition)
- Attachment F.** Draft Amendments to Central Sydney Development Contributions Plan 2020 (as amended following public exhibition)
- Attachment G.** Amended Ultimo Pyrmont Urban Design Study
- Attachment H.** Implementation of the Pyrmont Peninsula Place Strategy – Ministerial Direction

Background

1. The City's proposal is in response to the NSW Government's Pyrmont Peninsula Place Strategy (the Place Strategy) and a NSW Ministerial Direction under Section 9.1 of the Environmental Planning and Assessment Act 1979 (Attachment H) that any future planning in Ultimo and Pyrmont must:
 - facilitate development consistent with the Place Strategy
 - facilitate development consistent with the NSW Government's Pyrmont Peninsula Economic Development Strategy
 - align the planning controls with the NSW Government's District Plan priority of growing a stronger and more competitive Harbour CBD
 - give effect to the Place Strategy vision and deliver the envisaged future character of the identified sub-precincts
 - be consistent with the Place Strategy's 10 directions and Structure Plan, and
 - support the delivery of the Place Strategy 'Big Moves'
2. A full background of the City's original proposal, Place Strategy history, City early community engagement, design considerations and approach can be viewed in the December 2023 pre-exhibition report to the Transport, Heritage, Environment and Planning Committee and the Central Sydney Planning Committee at <https://meetings.cityofsydney.nsw.gov.au/ieListDocuments.aspx?CId=137&MId=4185&Ver=4> (Item 5).

The NSW Government reviewed the City's proposal prior to public exhibition and approved it for public exhibition

3. The City's proposal was lodged with the NSW Department of Planning, Infrastructure and Housing in February 2024 for review and permission, called a gateway determination, to publicly exhibit.
4. A conditional gateway determination was issued in July 2024. Between July and September 2024, the City worked with the NSW Department of Planning, Infrastructure and Housing to resolve the gateway conditions. The gateway conditions resulted in minor amendments to the proposal, which were approved by the Chief Executive Officer in September 2024 in line with the resolutions from Council and the Central Sydney Planning Committee.

Public exhibition of Ultimo Pyrmont Planning Framework

We received 243 submissions from the community and 11 submissions from public authorities in response to the public exhibition of our proposal

5. The Planning Proposal, draft DCP and draft Contributions Plan were publicly exhibited for 31 working days from 1 October 2024 to 13 November 2024 in accordance with the Gateway Determination and the City's Community Participation Plan.

6. 19,720 notification letters were sent to landowners and occupants of surrounding properties. A notification email to 418 recipients was sent to local community groups and subscribers registered to receive project updates. The exhibition was also advertised on the City's "Sydney Your Say" page.
7. Hard copies of the consultation material were made available at the Town Hall House customer service centre, Ultimo Community Centre and Darling Square Library. The city model on Level 2 of Town Hall House was updated to include models for each of the sites where new planning controls were proposed. The "Sydney Your Say" page included an interactive map with drawings that summarised the proposed changes to planning controls, a video explaining the approach used to prepare the draft planning controls and a set of maps explaining the selection process the City followed when deciding which sites to consider in the study.
8. The City hosted an online information session on 14 October 2024. City staff presented the proposed planning controls and answered questions from attendees.
9. A total of 254 submissions were received during the public exhibition period. There were 23 submissions in support, 72 neutral and 148 submissions in opposition. Multiple submissions from individuals or strata body corporates have been counted as single submissions.
10. The City also received 11 submissions from public authorities and government agencies.
11. A summary of submissions and the City's response is included in Attachment A, with the key issues discussed below.

Issue: Concerns were raised about roads, traffic congestion, parking impacts and public transport provision

12. Of the 72 submissions raising concerns about growth and infrastructure, most highlighted roads, traffic congestion, parking, and public transport. Submissions noted existing congestion and increasing difficulty finding on-street parking. Some argued that Transport for NSW's Western Distributor "Improvements" project would make the situation worse.

Response: Ultimo Pyrmont is a walkable community with improving public transport

13. Ultimo Pyrmont is already a highly walkable neighbourhood. The Pyrmont Metro Station, opening in 2032 as part of Sydney Metro West, will significantly improve public transport access and further support walkability.
14. The NSW Government has funded a new commuter ferry wharf to connect the Sydney Fish Market to the harbour, along with major upgrades to the Wentworth Park light rail stop. These upgrades include new lifts, ramps, platforms, lighting, landscaping and signage, improving safety, accessibility and usability for over 6 million annual visitors.

15. In 2024, the NSW Government finalised the Pyrmont-Ultimo Transport Plan, setting out 55 initiatives for a sustainable, multi-modal transport network to support growth. Key actions include investigating the pedestrianisation of Union Street and widening Pyrmont Bridge Road footpaths between the new Metro station and relocated Fish Market. The City will continue to advocate for the full and appropriate delivery of these initiatives.

Response: The City is making it easier and safer to walk and cycle

16. The City has delivered a separated cycleway on Mary Ann Street, linking south to Jones Street, west to Glebe via Kelly Street, and east to the City via the Goods Line and Darling Harbour.
17. With community support, the City is advocating for active travel and public domain improvements around Pyrmont Metro. Priorities include:
- 30km/h speed limits around the Metro station
 - pedestrianisation of Union Street
 - wider footpaths on Edward Street and Pyrmont Bridge Road, and
 - a separated cycleway on Bridge Road alongside both Metro sites
18. The City is also seeking improvements around the new Fish Market, including:
- safer walking routes to public transport stops via Pyrmont Bridge Road, Bridge Road and Wattle Street
 - reversal of Transport for NSW's decision to retain the Wattle Street/Bridge Road slip lane
 - clarity on plans to increase L1 light rail service capacity and improve access at Fish Market and Wentworth Park stops
 - a separated cycleway (rather than a shared path) outside the Fish Market, continuing directly along Pyrmont Bridge Road to Pyrmont Bridge
19. The City continues to advocate for restoring Glebe Island Bridge as a direct walking and cycling link between Bays West and the City. This would unlock local connections to open space, community facilities and future schools on both sides of the bridge.

Response: The City prioritises sustainable transport, not more road space

20. The City has no plans to create additional road space in Ultimo Pyrmont. Instead, it is investigating improvements such as Union Street pedestrianisation, a Pyrmont Bridge Road cycleway, and in-road tree planting by reallocating vehicle lanes.
21. The City has implemented parking controls to reduce reliance on private vehicles, including time-of-day restrictions, ticket parking pricing, and kerbside priority for goods and services. Planning policies also apply maximum parking rates, require on-site car share bays, and mandate bicycle parking for new developments.

22. Under the City's neighbourhood parking policy, new residential flats and commercial/retail premises are ineligible for parking permits, further reducing on-street demand. Public transport improvements associated with Sydney Metro will also reduce the need for driving into or out of Ultimo Pyrmont.

Response: The City continues to oppose the Western Distributor "Improvements" project

23. Transport for NSW has confirmed it is no longer pursuing a new Western Distributor on-ramp at Pyrmont. However, it is still proposing to remove the zebra crossing and restrict the right-turn from the Pyrmont Bridge Road off-ramp. These changes would divert traffic through Harris Street, increasing volumes in the heart of Ultimo Pyrmont and undermining walkability and liveability.
24. Transport for NSW has advised that the Western Distributor project is under review and no decision has been made on whether it will proceed. If it does, construction would not occur until after the Sydney Fish Market relocates to Bridge Road in late 2025. The City continues to oppose the project and advocates for solutions that prioritise safety for people walking, cycling and using public transport.

Issue: The City and the community have long advocated for the appropriate provision of school infrastructure

25. Of the 72 submissions raising concerns about growth and supporting infrastructure, many highlighted public school capacity as a key issue.

Response: The NSW Department of Education is responsible for school infrastructure

26. The NSW Department of Education is responsible for planning and delivering school infrastructure. The City has long advocated for better provision in response to community concerns about capacity and access.

Previous Department of Education responses

27. **2020 draft Place Strategy exhibition:** The Department of Education stated the Pyrmont Peninsula could grow by 8,500 people (4,000 dwellings) by 2041, but was already well serviced by primary and secondary schools, and no additional places were required.
28. **2021 Blackwattle Bay exhibition:** The Department of Education acknowledged some modest enrolment growth that may require short-term intervention. Potential responses included intake boundary changes, new temporary or permanent classrooms, and upgrades to existing schools.
29. **2025 Blackwattle Bay land use amendment:** The City recommended the Department of Education prepare a public study on demand, supply and access to 2041 across Ultimo, Pyrmont, Glebe and Bays West. The Department of Planning responded that the proposal to allow an extra 320 dwellings would have little impact on social infrastructure demand and did not identify a need for new facilities.

Latest advice on the Ultimo Pyrmont Planning Framework

30. In May 2025, the Department of Education advised that:
- it had reviewed assets, projects, planning actions and dwelling projections from the Place Strategy

- growth would affect capacity and primary school demand could be met by existing assets, but upgrades to high schools would be required
- these upgrades are currently unfunded and remain subject to consultation, due diligence and further detailed planning

31. No funding for school infrastructure in Ultimo, Pyrmont, Glebe or Bays West was allocated in the 2025/26 NSW Budget.

The City's position

32. The NSW Government must now commit to transparently addressing school demand, supply and access in Ultimo, Pyrmont, Glebe and Bays West, in consultation with the community.
33. Redevelopment of Bays West offers an opportunity to deliver a new primary school, supported by a restored Glebe Island Bridge active transport link. High school capacity could be addressed through improvements at Sydney Secondary College Blackwattle Bay Campus.
34. The City is committed to working with the Department of Education to resolve public school capacity issues, as demonstrated through our collaboration on Green Square Public School.

Issue: Growth must be supported by new and upgraded local infrastructure

35. Many submissions raised concerns that increased densities would place further strain on existing local infrastructure. Submissions highlighted the need for growth to be supported by new and upgraded facilities such as parks, pedestrian and cycling infrastructure, and tree planting. A number of submissions specifically requested upgrades to Wentworth Park.
36. Some submissions expressed concern that the Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 (the Draft Contributions Plan) would impose an additional charge at a time when economic pressures are already affecting housing feasibility and the financial sustainability of the construction sector. They argued that local contributions, when combined with affordable housing contributions and the State Government's Housing and Productivity Contribution, would place further burden on a struggling sector.
37. The Pyrmont Action Group submission objected to the Draft Contributions Plan seeking to recoup \$10.5 million recently spent on the Pyrmont Community Centre upgrade. They argued that future contributions should not fund these works, which had been sought by the community since 2006. Instead, they requested that this allocation be redirected to the redevelopment of the Maybanke site as a Community Sports and Recreation Centre, and that the Maybanke upgrade works be brought forward from their current timeframe of 2036–2041.

Response: The City's growth strategy is supported by a new local infrastructure contributions plan

38. The City's growth strategy is supported by a new local infrastructure contributions plan, ensuring that contributions collected in Ultimo Pyrmont are reinvested into local infrastructure in Ultimo Pyrmont. This plan will replace the City of Sydney Development Contributions Plan 2015, as it relates to Ultimo and Pyrmont.

39. The Draft Contributions Plan includes a schedule of works detailing over \$148 million in new and improved local infrastructure, fully or partly funded through contributions. As new development directly benefits from this investment, it is reasonable that development bears a share of the cost.
40. The schedule of works includes open space improvements, community facility upgrades, public domain enhancements, bike network extensions, stormwater works, and tree planting to 2041. Notably, it allocates \$60 million for capacity improvements to Wentworth Park South and North.
41. Delivering and funding infrastructure is a long-term process. While current economic conditions are challenging, it remains essential to update contributions policy so it aligns with the growth projected under the new planning controls.
42. Local infrastructure is critical to making Ultimo and Pyrmont functional and attractive for residents, workers and visitors. Infrastructure contributions are therefore essential to provide the facilities needed to support future growth.
43. In response to Pyrmont Action Group's request regarding the Pyrmont Community Centre and Maybanke site:
 - The Pyrmont Community Centre upgrade will meet the infrastructure needs of a growing community, and it is reasonable to recoup these costs through the Contributions Plan.
 - Contributions legislation permits cost recovery for forward-funded projects, recognising that this approach enables earlier delivery of infrastructure.
 - The schedule of works already includes "Maybanke Recreation Facility – capacity improvements" with an estimated \$9.1 million allocation in 2036–2041, reflecting current project planning.
 - While the community supports an indoor facility at Maybanke, the site's constraints would make such development prohibitively expensive compared to alternatives. Existing facilities at Ultimo Community Centre, along with the recently approved indoor recreation facility at the City's former Fig and Wattle Streets depot, will help meet demand. The Fig and Wattle development includes two new indoor sports courts that will be owned and operated by the City.
44. No changes are proposed to the Draft Contributions Plan's schedule of works.
45. It is recommended to exclude monuments, memorials, sculptures and art installations on public land from the need to pay a contribution. This reflects the social and cultural value of such works.

Issue: Concerns were raised that the planning controls would affect the area's character and diminish its village feel

Response: The City's proposal balances growth with character and heritage, consistent with the Place Strategy

46. Ultimo Pyrmont will experience significant growth and change due to the NSW Government's investment in a new Metro station, its Place Strategy, and the Ministerial Direction requiring future planning to accommodate new jobs and housing.

- 47. By advancing a precinct-wide planning proposal, the City is guiding growth sensitively consistent with the Place Strategy, informed by community engagement, and based on best practice design. Without this approach, future planning would be left to individual landowners or the NSW Government.
- 48. The Ultimo Pyrmont Planning Proposal demonstrates consistency with the Place Strategy’s objectives, vision, 10 directions, Structure Plan, Height Strategy and sub-precinct priorities (see pages 59–97 of Attachment C).

Issue: Concerns were raised that the proposed building heights are too tall and out of character with the surrounding buildings and context

Response:

- 49. The Ministerial Direction requires the City’s planning proposal to be consistent with the NSW Government’s Pyrmont Peninsula Place Strategy, and in particular, the Height Strategy set out in the Urban Design Report.
- 50. The City’s exhibited and amended planning proposal sets building heights below those permitted by the NSW Government’s Height Strategy. The table below compares the City’s proposed heights with the Government’s maximum heights at sites where concerns have been raised:

Address	NSW Government maximum height	City proposed height	Reason for lower height
1-27 Murray Street Gateway Apartments	RL190 - RL320	RL90	Minimising overshadowing of existing apartments to meet Apartment Design Guide requirements
60 Union Street	RL130 - RL200	RL94	Minimising overshadowing of existing apartments to meet Apartment Design Guide requirements
2 Edward Street	RL150 - RL190	RL86	Minimising overshadowing of existing apartments to meet Apartment Design Guide requirements
48 Pirrama Road	RL90	RL55	Protect solar access to Pyrmont Bay Park; podium height consistent with the Star and REVY buildings; foreshore location

Address	NSW Government maximum height	City proposed height	Reason for lower height
26-38 Saunders Steet	RL320 - RL340	RL135	Minimise overshadowing of apartments to meet Apartment Design Guide requirements; respond to future Blackwattle Bay development
549-559 Harris Street	140 metres	41.5 metres	Minimising overshadowing of existing apartments to meet Apartment Design Guide requirements
383-389 Bulwara Road	44 metres	35 metres	Minimising overshadowing of existing apartments to meet Apartment Design Guide requirements

51. Full details of the City's proposed heights, where they are lower than those proposed by the NSW Government, are provided in the Urban Design Study (Attachment G). The reduced heights primarily protect solar access to parks and public places and minimise overshadowing of existing homes. This approach is consistent with the Place Strategy (which identifies key parks and places to protect), the NSW Government's Apartment Design Guide, and the City's Development Control Plan.

Issue: Concerns were raised regarding the current low demand for office space and the need to plan for additional employment floor space despite the need for more housing

52. Several submissions highlighted the current weak demand for office space, providing evidence on current market conditions, longer-term shifts in work practices, or noting that some local development sites have proposed changes to their land use mix in response to these conditions.

Response:

53. The Ministerial Direction requires long-term planning. The Place Strategy provides a growth framework to 2041 and is supported by the NSW Treasury Pyrmont Peninsula Economic Development Strategy, which forecasts \$4.9 billion in additional economic output if commercial floor space is delivered to support 23,000 new jobs. The Strategy incorporates the impacts of COVID on employment and floor space demand.

54. In response to submissions, the City amended the proposal to allow mixed-use residential development on some sites with existing mixed-use zoning, in addition to the exhibited commercial proposals. These amendments, shown in bold in the table below, allow the market to determine the future use of these sites:

Address	Existing controls	Exhibited controls		Amended controls	
		Residential (no uplift exhibited)	Commercial	Residential	Commercial
1-27 Murray Street Gateway Apartments	30 metres 2.5:1	30 metres 2.5:1	RL90 6.5:1	RL90 5:1	RL90 6.5:1
46-48 Pyrmont Bridge Road	12 metres 2:1	12 metres 2:1	38 metres 3.9:1	38 metres 3.41:1	38 metres 3.9:1
13A-29 Union Street	23 metres 3.5:1	23 metres 3.5:1	45 metres 3.75:1	45 metres 3.73:1	50 metres 4:1

55. Following design development, one additional level was added to the commercial option at 13A–29 Union Street, resulting in a slightly higher FSR and building height. Otherwise the building envelopes are generally smaller than exhibited with less or equal impacts on neighbouring properties.
56. Residential FSRs are typically lower than commercial or hotel FSRs as residential buildings have more areas not counted as floor space including balconies and more services.
57. Sites with existing commercial zoning will continue to prohibit residential development. These sites anchor one of Australia’s largest creative media employment clusters. The amended proposal retains a critical mass of new commercial floor space within walking distance of Pyrmont Metro Station, promoting public transport use for workers and customers. It supports a self-sustaining workplace precinct in a premium harbourside location, with a mix of building types in high demand by industry.
58. As other NSW Government employment precincts shift toward residential use, including at Blackwattle Bay (320 dwellings replacing 1,500 jobs) and the Central State Significant Precinct (Tech Central, 28,000 to 2,400 jobs), long-term employment planning in Pyrmont, at the centre of the “Harbour CBD” and “Innovation Corridor,” is increasingly important.

59. The West Metro business case assumed additional commercial floor space would be delivered in Pyrmont. Providing employment floor space near metro stations increases patronage. New metro stations have proven transformative for commercial investment and city mobility. For example, the Waterloo Metro station has attracted \$288 million in commercial development, creating 1,430 jobs in the Botany Road Precinct since the City's commercial planning controls were introduced in 2022.

Issue: Concerns were raised about proposed controls for the Quarry Master Drive and Saunders Street precinct

60. A total of 64 submissions referred to this precinct. Of these:

- 38 raised traffic and access issues
- 37 raised concerns about overshadowing of apartments, streets and public open space
- 30 raised concerns about view loss, loss of privacy and impact on property values
- 17 raised equity concerns regarding why some sites receive more development potential than others

Response:

Traffic, access and parking

61. The City's general comments on traffic, access and parking are addressed in paragraphs 10–22. For the Quarry Master Drive and Saunders Street precinct:
- it is approximately 100m from the existing Fish Market Light Rail stop and 600m from the future Pyrmont Metro Station
 - the precinct is well-serviced by walking and cycling infrastructure, including the separated Saunders Street, Miller Street, and Union Street cycleways providing direct access to Pyrmont Metro and the Sydney CBD
 - under current maximum car parking controls, the precinct will generate minimal additional vehicle movements
 - Saunders Street is narrow and left-turn only at Miller Street and most vehicular traffic will use Quarry Master Drive and Bank Street which are wider 2-way roads connecting to surrounding suburbs

Overshadowing of apartments

62. Additional overshadowing of living rooms and private open space of adjoining residences has been minimised in accordance with the NSW Government's Apartment Design Guide and the City's Development Control Plan.

Overshadowing of streets and open space

63. Street setbacks and tower placement have been carefully designed to allow more sunlight into the streets, ensuring that more than half of surrounding streets receive at least 2 hours of sunlight in midwinter as shown in Figure 1.

64. As the sites are south of Knoll Park, Carmichael Park and Quarry Master Drive open space, no additional overshadowing will occur on these areas.



Area of street surface receiving	less than 15 min	15min-2hrs	more than 2 hrs
Existing condition	15%	35%	51%
Exhibited scheme	11%	35%	54%
Modified scheme	11%	36%	53%

Figure 1: diagrams showing solar access to streets for the Quarry Master Drive and Saunders Street precinct, from 9am to 3pm, 21st of June

View loss, loss of privacy and impact on property values

65. The proposed planning controls maintain required separation distances between existing windows and balconies and the new building envelopes to ensure visual privacy, in line with the NSW Government's Apartment Design Guide.
66. Some private view loss will occur, mainly of distant views over existing private sites as shown in Figures 2 to 6. The Place Strategy prioritises protecting and enhancing public views over private ones. All sites subject to planning control changes in this sub-precinct were identified by the NSW Government's Place Strategy. The City's proposal remains within the NSW Government's height strategy. Potential impacts on surrounding property values are not considered a planning matter.

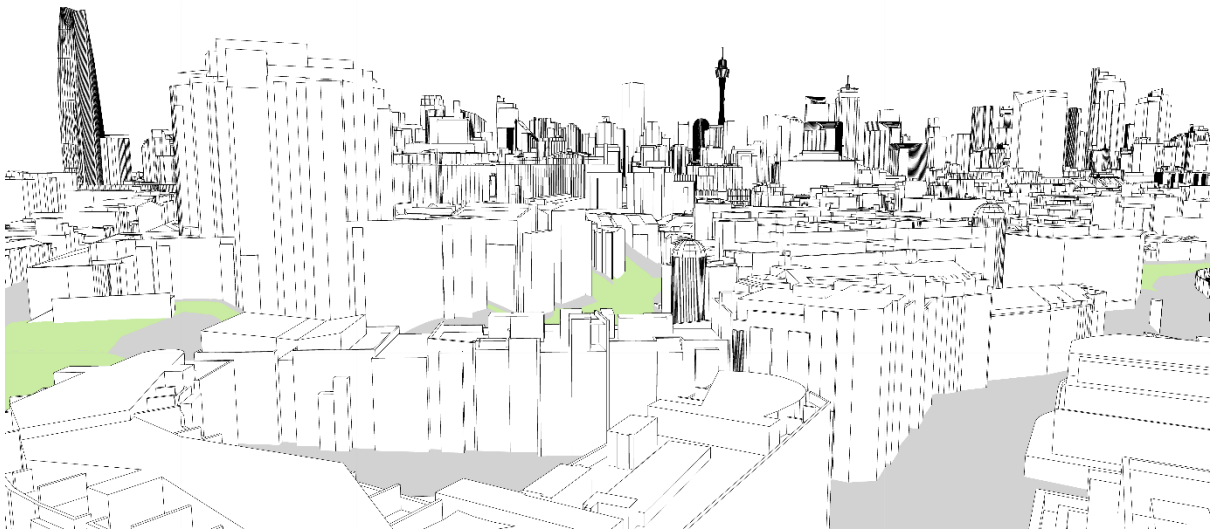


Figure 2: Indicative existing view, looking east, 122 Saunders Street, topmost floor

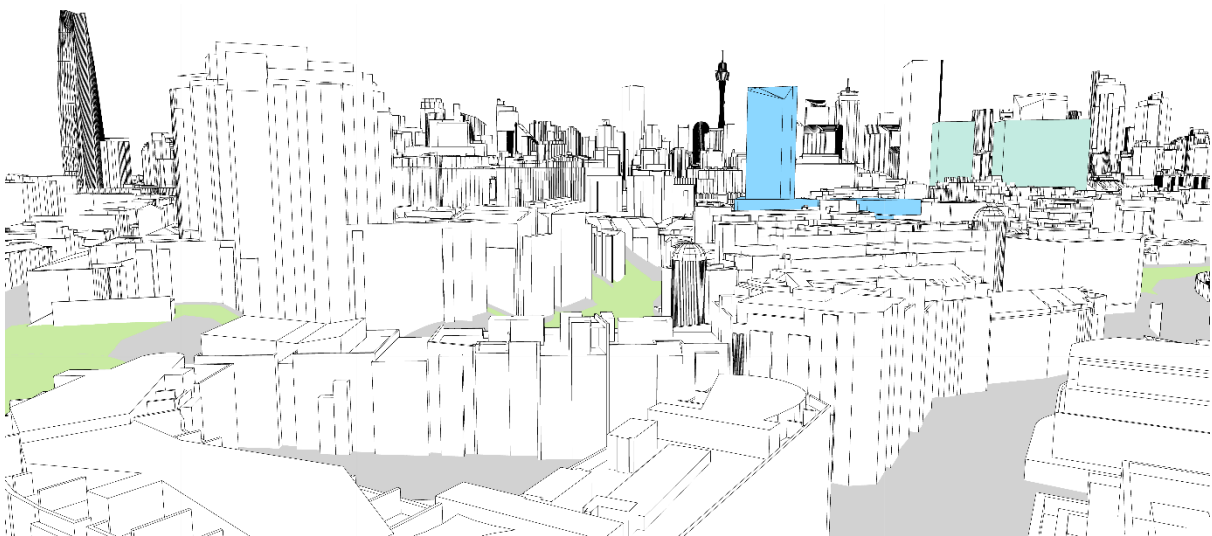


Figure 3: Indicative view, looking east, 122 Saunders Street, topmost floor with State Significant Developments shown

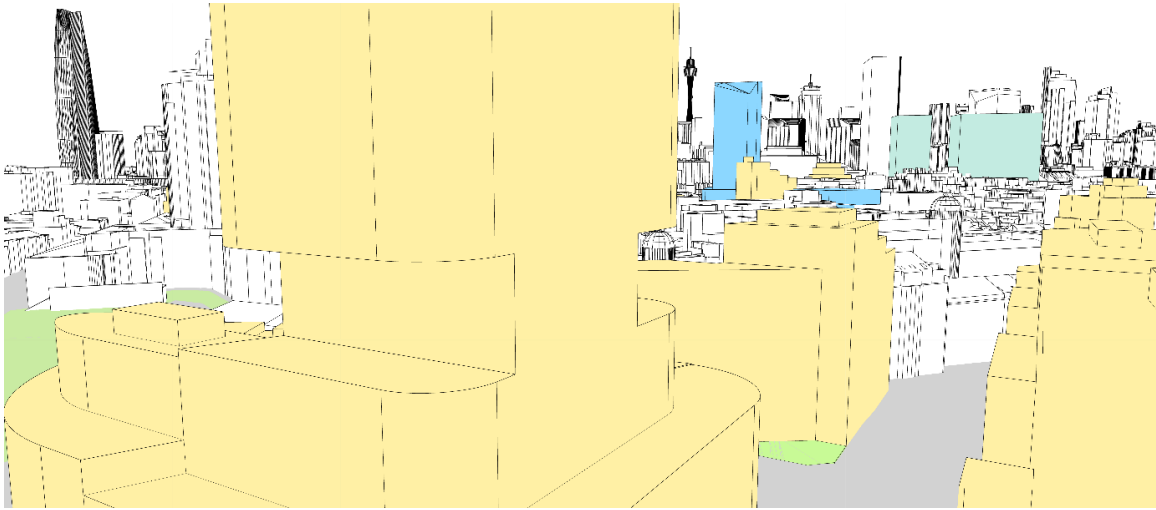


Figure 4: Indicative proposed view, looking east, 122 Saunders Street, topmost floor with State Significant Developments and proposed City planning envelopes shown



Figure 5: Indicative existing view, looking southwest, 21 Cadigal Avenue, 6th floor

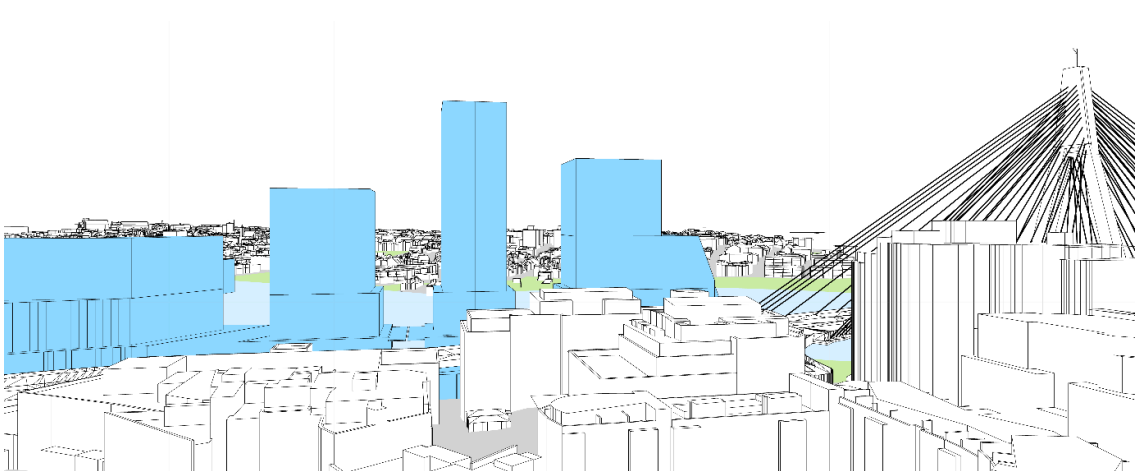


Figure 6: Indicative view, looking southwest, 21 Cadigal Avenue, 6th floor with State Significant Developments shown

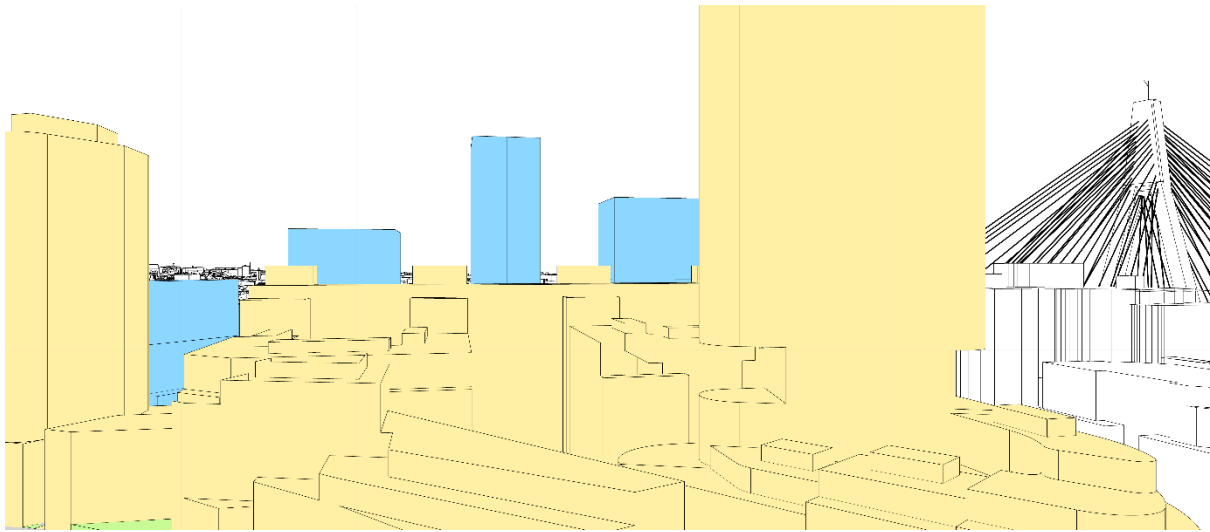


Figure 7: Indicative proposed view, looking southwest, 21 Cadigal Avenue, 6th floor with State Significant Developments and proposed City planning envelopes shown

Equity

67. Some landowners raised concerns that the City's proposal was inequitable, with some sites receiving more height and FSR than others. Owners at 14 Quarry Master Drive requested higher height and FSR than exhibited, while owners at 2–10, 120 and 122 Quarry Master Drive requested a review for potential increases.
68. The City reviewed all sites within the precinct. At 14 Quarry Master Drive, the maximum possible uplift has been accommodated while adhering to design considerations. The site is too small to support a taller building without unreasonably overshadowing existing residences to the east.
69. Sites at 2–10, 120 and 122 Quarry Master Drive would require amalgamation to accommodate any significant increase beyond current development. With approximately 66, 111 and 139 apartments on these sites, respectively, it is unlikely that such amalgamation would occur within the lifespan of the Place Strategy. Having reviewed these sites they are not recommended for planning control changes.

Issue: Concerns were raised about proposed controls for the Gateway Apartments, 1-27 Murray Street

Response:

70. The City's exhibited proposal retained the site's mixed-use zoning and permitted additional height and floor space for commercial development. The proposal sought to achieve the following outcomes for the site and block:
 - improved pedestrian access to the existing light rail station
 - enhanced north-south pedestrian connectivity across the block, over the light rail line
 - a larger publicly accessible open space, with more trees and improved solar access

- a public view corridor through the block to the water, looking north from Harwood Street
 - a critical mass of commercial office floor space near the future Pyrmont Metro Station
71. There were 50 submissions relating to the Gateway Apartments. Key concerns included:
- displacement of existing residents (40 submissions)
 - need and demand for additional office floor space (36 submissions)
 - scale of the proposed envelope near the water (32 submissions)
 - environmental concerns due to the existing building being in good condition (21 submissions)
 - the need for more housing (20 submissions)
 - requests for additional height and floor space if a mixed-use residential development is proposed (32 submissions)
72. The City considers the original proposed outcomes for the site and block listed at paragraph 70 important. The City's general comments on office demand and use are addressed in paragraphs 59-64. In response to submissions and due to the site's existing mixed-use zoning, the amended proposal permits mixed-use residential development with additional height and floor space.
73. This street block is the largest development site near the proposed Pyrmont Metro Station. It will be at the main entrance to the station and combined with a pedestrianised Union Street it should accommodate a larger publicly accessible open space with more trees and improved solar access. The NSW Government's Place Strategy identified it for new planning controls. The amended controls ensure improved light rail access, enhanced north-south connectivity and a complete block response to its changing context.
74. The amended planning controls remain below the maximum heights specified in the NSW Government's height strategy.
75. Any redevelopment of the site will be at the owners' discretion and subject to market conditions.

Some adjustments are proposed to exhibited sites

Heritage sites

76. When preparing the exhibited controls, the City does not have access to the subject buildings and therefore cannot complete detailed structural or heritage assessments.
77. The exhibition period allows owners to provide access, share detailed knowledge of their buildings, and supply specialist structural and heritage advice. This enables the City to better understand what planning controls may be appropriate to incentivise the conservation, adaptation and ongoing use of these important heritage buildings.

Sites impacted by wind

78. The City does not undertake detailed wind modelling for each proposed building envelope when preparing exhibited controls. Instead, controls were developed with reference to prevailing wind conditions on a site-by-site basis, incorporating best-practice measures such as appropriate tower setbacks above podium levels.
79. The exhibition period allows site owners to undertake more detailed wind modelling of the City's exhibited controls. This can highlight where adjustments are needed to achieve a safe and comfortable public domain that supports pedestrian activity.

Detailed design development

80. The City does not prepare detailed building designs when drafting exhibited controls. To determine FSR, general floor plate efficiencies are applied by land use to estimate the amount of floor space permitted.
81. The exhibition period allows site owners to test these assumptions through detailed design. This process can demonstrate where additional floor space is achievable within the exhibited controls, or where minor adjustments may result in more buildable and leasable outcomes.

Changes to competitive design processes

82. In June 2025, Council approved a change the requirement for a competitive design process from buildings being 25 metres in height to 35 metres in height. As such, the planning proposal has been amended to include the 10% additional FSR that was previously only accessible via a competitive design process for buildings under 35 metres.
83. In response to submissions, adjustments are proposed for the following sites to:
 - incentivise conservation, adaptation and ongoing use of heritage sites
 - further mitigate potential wind impacts
 - reflect outcomes from detailed design development
 - reflect Council's change in trigger requirements for competitive design processes

Address	Exhibited controls	Amended controls	Reason
26-38 Saunders Street	RL120 6.7:1	RL135 7:1	Detailed wind modelling identified the need for a 2-level void above the podium to mitigate wind impacts within the street. To accommodate this, height and FSR are slightly increased, remaining under the NSW Government's Height Strategy with no additional impacts.
86-92 Harris Street	27 metres 2.3:1	33 metres 3:1	Adjustments respond to detailed design development and the increase in the competitive design processes threshold.
562-576 Harris Street	24 metres 2:1	24 metres 2.75:1	In response to detailed design and a landowner request to pursue a hotel use instead of residential. Hotels can accommodate more floor space per level within the exhibited envelope. The additional FSR applies only to hotel use and does not increase impacts.
28-48 Wattle Street	RL56 4.1:1	RL56 4.5:1	Adjusted following detailed design, heritage and structural advice to allow for a north-south oriented built form option. This will be further tested through a design competition and DA. The amendment remains below the exhibited maximum height and does not create additional overshadowing to Wentworth Park, Quarry Green or nearby residences.

Address	Exhibited controls	Amended controls	Reason
80-84 Harris Street	33m 2.75:1	33m 3:1	Increase in the competitive design processes threshold.
469-476 Harris Street	27m 2.4:1	27m 2.65:1	Increase in the competitive design processes threshold.

Some new sites and sites with significant amendments will require additional investigation and consultation

84. In response to the public exhibition, some landowners have requested that planning controls for their sites be reviewed in line with the NSW Government's Place Strategy.
85. These sites were not included in the City's exhibited proposal because they were either:
- not identified for new controls in the Place Strategy
 - constrained by an existing strata scheme, or
 - social or affordable housing sites where the owner had not requested new controls.
86. In other cases, landowner requests for new controls are significantly different from what was exhibited.
87. In response to submissions, the following sites will be reviewed as part of a Stage 2 process. Where supported, draft planning controls will be prepared and reported to Council for endorsement to publicly exhibit for community engagement. Stage 2 sites have the potential to accommodate approximately 1,300 additional homes.

Address	Comment
463-467 Harris Street	A corner site adjoining a row of 8 properties where new controls have been prepared. The landowner seeks controls consistent with the adjoining sites. The site is not a heritage item or within a heritage conservation area.
56 Harris Street	Owned by City West, a community housing provider. Currently occupied by ~81 affordable rental units. City West has requested a review of the western half of the site to increase the number of homes. The site is not a heritage item or within a heritage conservation area.

Address	Comment
1-19 Allen Street	An existing residential strata with ~78 apartments. The strata has requested a review for potential new controls. The site is not a heritage item or within a heritage conservation area.
313-369 Harris Street	An existing mixed-use residential strata with ~136 apartments and 20 commercial units. The strata has requested a review for potential new controls. The site is not a heritage item or within a heritage conservation area.
1-7 Henry Avenue	Owned by Homes NSW and occupied by ~49 social housing dwellings. Homes NSW has requested a review for potential new controls to increase the number of homes. The site is within a heritage conservation area and includes 13 contributory Victorian terraces and 2 neutral infill flat buildings.
26-52 Mount Street	Owned by Homes NSW and occupied by ~42 social housing dwellings. Homes NSW has requested a review for potential new controls to increase the number of homes. The site is not a heritage item or within a heritage conservation area.
1-33 Saunders Street	Owned by Goodman. The owner seeks controls significantly different to those exhibited. The City proposes to retain the exhibited controls but include the site in the Stage 2 review. Goodman is seeking controls similar in scale to 26–38 Saunders Street.
344 Bulwara Road	An existing mixed-use residential strata with ~98 apartments and 4 commercial units. A resident of the building has requested a review for potential new controls. The site is not a heritage item or within a heritage conservation area. The site may have limited potential for additional yield once overshadowing to Mary Ann Street Park and 383-389 Bulwara Road are modelled.

Further engagement with public authorities and government agencies will be needed at the Development Application stage

88. In accordance with the Gateway Determination, consultation was also undertaken with the following public authorities and government agencies who were given a minimum of 30 working days to comment:

- (a) Transport for NSW
- (b) Sydney Metro
- (c) Heritage NSW
- (d) NSW Environmental Protection Authority

- (e) The Biodiversity, Conservation and Science Group at the NSW Department of Climate Change, Energy, the Environment and Water
 - (f) NSW State Emergency Service
 - (g) Placemaking NSW
 - (h) NSW Land and Housing Corporation
 - (i) NSW Department of Education
 - (j) Infrastructure NSW
 - (k) Sydney Airport Corporation
 - (l) Department of Infrastructure, Transport, Regional Development, Communications and the Arts
 - (m) Civil Aviation Safety Authority
 - (n) Metropolitan Local Aboriginal Land Council
 - (o) relevant utility providers
89. The City received responses from 8 public authorities or government agencies, none of whom raised objection to the proposal. Some of the authorities identified standard processes that will need to be undertaken prior to lodgement and during the assessment of future development applications, including protection of airspace and asset requests, flood impact and risk assessments, noise and air quality assessments and connection applications to Sydney Water. The Department of Education's submission is addressed at paragraphs 25 to 34.

Public exhibition of draft amendments to Central Sydney Development Contributions Plan 2020

We received 2 submissions from the community in response to the public exhibition of our proposal

90. The Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 is largely modelled on the Central Sydney Development Contributions Plan 2020, which levies contributions on new development as a percentage of development cost. The drafting process provided an opportunity to update the Central Sydney Plan to ensure greater consistency and alignment with the Draft Ultimo Pyrmont Plan.
91. The draft amendments to the Central Sydney Contributions Plan relate only to legislative references and policy. No changes are proposed to levy rates or to the Schedule of Works, which lists the infrastructure items the Plan funds.
92. The draft amendments were publicly exhibited for 31 working days, from 1 October to 13 November 2024, in accordance with Schedule 1(6) of the EP&A Act and the City's Community Participation Plan.

93. The exhibition was advertised on the City's "Sydney Your Say" webpage. The project was also featured in the October edition of the Sydney Your Say eNewsletter, distributed on 18 October 2024 to 5,136 subscribers.
94. Two submissions were received. One supported the levies as a way to fund infrastructure. The other suggested developers should be charged the maximum contributions and questioned how compliance with obligations is ensured.

Response:

95. As noted, the draft amendments relate only to legislative references and policy. No changes are proposed to levy rates or the Schedule of Works.
96. The Plan's levy rates are the maximum permitted under Section 209(1) of the Environmental Planning and Assessment Regulation 2021.
97. The Plan has been in force since November 2021, with contributions funding a wide range of infrastructure in Central Sydney, including open space upgrades, road and traffic improvements (such as cycleways), community facilities and public domain works.
98. Development contributions are payable before a construction certificate is issued for development applications, or before works commence under complying development certificates. Certifiers must sight evidence that contributions have been paid before works begin.
99. Where developers commence works without paying required contributions, the City takes enforcement action to ensure obligations are met.
100. One additional amendment is recommended to align with the Draft Ultimo Pymont Contributions Plan 2023. It is proposed that contributions not apply to developments such as monuments, memorials, sculptures and art installations on public land. This exclusion recognises the social and cultural benefits such developments bring to the community.

Key Implications

The City's proposal is in response to and consistent with the NSW Government's direction and vision for Ultimo Pymont

101. The NSW Minister for Planning, through the Place Strategy and their Ministerial Directions under the Environmental Planning and Assessment Act 1979, has directed the City's planning work in Ultimo Pymont. The Minister requires the City to:
 - (a) facilitate development within that is consistent with the Place Strategy and the NSW Government's Pymont Peninsula Economic Development Strategy
 - (b) align the planning controls with the NSW Government's District Plan priority of growing a stronger more competitive Harbour CBD
 - (c) guide growth and change balanced with character, heritage and infrastructure considerations

- (d) give effect to the Place Strategy vision and deliver the envisaged future character of the identified sub-precincts
 - (e) be consistent with the Place Strategy's 10 directions and Structure Plan
102. The City has been working with the community to comply with these directions since July 2022 when the directions came into effect. A full copy of the Ministerial Direction is provided at Attachment H. Consistency with the Ministerial Direction is outlined in the Ultimo Pyrmont Planning Proposal at Attachment C.

Wentworth Park must be returned to the community as public open space

103. The Ministerial Direction and the NSW Government's Pyrmont Peninsula Place Strategy explicitly commit to:
- Facilitating the return of Wentworth Park to the community as public open space, not merely removing fences or partially activating the space; and
 - Establishing a working group with government agencies and stakeholders to identify a suitable alternate site for greyhound racing.
104. The Pyrmont Peninsula is the densest area of its size in Australia, and density will increase further with planned development. Wentworth Park is a vital green space in this highly populated precinct, providing a rare opportunity for accessible outdoor recreation.
105. Wentworth Park is already heavily used:
- weekdays are fully booked from 3pm to 10pm, with unmet demand for 4 additional fields
 - weekends are generally booked from 8am to 5pm
 - fields are used more than 40 hours per week, excluding casual use
 - in summer, 4,000 OzTag players, including 1,500 women, use the fields
106. The park's central portion, leased to greyhound racing, is nearly 4ha - large enough to accommodate multiple sporting fields. Such space is exceptionally rare in this highly urbanised area, where land is mostly developed and extremely expensive, making the creation of comparable open space for sport virtually impossible. Moreover, Wentworth Park is located in a flood-affected area. Its use as public open space is ideal because it can absorb overland flow and support stormwater management.
107. Inner West Council plans 31,000 additional homes within 2km of Wentworth Park, yet only 2 new sports fields are proposed at Rozelle Parklands. Their Social Infrastructure Needs Study identifies a shortfall of 16 sports fields and 4 multipurpose courts, largely to be addressed by upgrading existing facilities and shared school use. The City cannot rely on acquiring new land for sports fields as such parcels do not exist, and if they did, land prices would make them prohibitively expensive. Wentworth Park represents the only viable location for larger-scale sporting facilities in the area.

108. The City welcomed the NSW Government's commitment and developed a masterplan for Wentworth Park and included funding for embellishments in the Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023. Early consultation showed overwhelming support for:
- removing the greyhound track
 - expanding publicly accessible open space, and
 - creating a well-designed park that supports nature, recreation, play, social interaction, and easy movement - goals the current track prevents.
109. The NSW Government must recommit to returning Wentworth Park as public open space and not extend the Greyhound Breeders, Owners and Trainers Association's lease beyond 2027. Without this action, the community will face insufficient open space, inadequate recreational infrastructure, and increased flood risks in an already densely populated precinct.

Strategic Alignment - Sustainable Sydney 2030-2050 Continuing the Vision

110. Sustainable Sydney 2030-2050 Continuing the Vision renews the communities' vision for the sustainable development of the city to 2050. It includes 10 strategic directions to guide the future of the city, as well as 10 targets against which to measure progress. The proposed amended planning controls are aligned with the strategic directions and objectives.
111. The proposed planning controls give effect to the infrastructure, liveability, productivity and sustainability priorities in the Greater Sydney Commission's Greater Sydney Region Plan and Eastern City District Plan and the City's Local Strategic Planning Statement.

Risks

112. City staff have undertaken a thorough assessment of the proposed planning controls and found that with the recommended changes, they demonstrate strategic and site-specific merit in accordance with NSW Government guidelines. The NSW Government also assessed and issued a Gateway Determination. The planning proposal is consistent with Sustainable Sydney 2030-2050 Continuing the Vision.
113. Progressing the planning controls in their amended form, taking into account matters raised through the public consultation process, is within the City's risk tolerance and appetite.
114. With the recommended changes, the planning controls have demonstrated that development will be capable of complying with relevant environmental and planning laws, regulations and industry standards and is within the City's minimal appetite for non-compliance with environmental laws, regulations and industry standards.
115. Proceeding with the planning proposal will meet the City's minimal appetite for disruption to our regulatory functions as decisions will be within the timeframes set in the NSW Government's Statement of Expectations Order 2024.

Relevant Legislation

- 116. Environmental Planning and Assessment Act 1979.
- 117. Environmental Planning and Assessment Regulation 2021.
- 118. Environmental Planning and Assessment (Statement of Expectations) Order 2024

Critical Dates / Time Frames

- 119. The Gateway Determination specified that the amendment to the Sydney LEP 2012 is to be completed by 1 November 2025. The City will liaise with the Department of Planning, Housing and Infrastructure for an extension to this timeframe if required.
- 120. If the planning proposal is approved by the Central Sydney Planning Committee and Council, the City will liaise with the Department of Planning, Housing and Infrastructure and Parliamentary Counsel to draft and make the Local Environmental Plan. Once the plan is made, the amendments to the Sydney LEP 2012 will come into effect when published on the NSW Legislation website
- 121. If approved by Council, the draft DCP will come into effect on the same day as the amendment to the Sydney LEP 2012.
- 122. If the Draft Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 is approved by Council, the City will liaise with the Department of Planning, Housing and Infrastructure to progress the required amendment of Section 209(1) of the Environmental Planning and Assessment Regulation 2021. The Ultimo Pyrmont Local Infrastructure Contributions Plan 2023 will not commence until Section 209(1) of the Environmental Planning and Assessment Regulation 2021 has been amended and the Sydney LEP 2012 amendments are in force.
- 123. If Council approves the draft amendments to the Central Sydney Development Contributions Plan 2020, these amendments will commence shortly after this approval is granted, when published on the City's webpage.

GRAHAM JAHN AM

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