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Planning and Environment

# Consultation Summary

for the Bays West  
Stage 1 draft Master Plan

August 2022



# Acknowledgement

The Department of Planning and Environment acknowledges the Traditional owners and Custodians of the land and pays respect to Elders past, present and future.

We recognise Australian Aboriginal and Torres Strait Islander peoples' unique cultural and spiritual relationships to place and their rich contribution to society.

Aboriginal people take a holistic view of land, water and culture and see them as one, not in isolation from each other. The Bays West Stage 1 draft Master Plan is based on the premise upheld by Aboriginal people that if we care for Country, it will care for us.

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Artwork by Nikita Ridgeway

# Overview

This document supports the further refinement of the Bays West Stage 1 draft Master Plan and the development of draft planning controls. It provides a high level overview of the feedback we received from the community on the draft master plan, the issues raised in submissions, and how we responded when revising the Bays West Stage 1 draft Master Plan.

The Bays West Stage 1 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 the Department of Planning and Environment (DPE) website, was created that included various engagement platforms, including:

- DPE Portal and Mailbox for online submissions;
- an online public survey; and
- an interactive map.

## Feedback

The community and stakeholders provided feedback on a range of matters contained in the Bays West Stage 1 Master Plan, including:

- impacts of future development;
- relationship of the White Bay Power Station with future development;
- public domain and open space; and
- suggested improvements within Stage 1 and surrounding areas.

The community and stakeholders also expressed support for:

- a range of land uses including the provision of community and social infrastructure;
- inclusion of affordable housing;
- integrating the ‘Connecting with Country’ in the precinct;
- adaptive reuse of the White Bay Power Station;
- open spaces; and
- the focus on active transport.

Many submissions requested further details and more information on how future development in the precinct and impacts would be managed, including:

- implementation of sustainability measures;
- how design excellence will be integrated; and
- ongoing acknowledgement and support of Aboriginal culture and values.

## Changes to the Stage 1 Master Plan

The feedback of the community and stakeholders has informed the refinement of the Stage 1 draft Master Plan and the development of draft planning controls. Matters raised during the Stage 1 draft Master Plan exhibition period have been considered and addressed in the Rezoning Proposal, through the provision of additional information contained in the supporting technical documents. Additional controls and commitments are also provided in the draft Bays West Stage 1 Design Guide.

Key changes to the Stage 1 Master Plan include:

- removal of the Robert Street sub-precinct (from the Bays West Stage 1 draft Master Plan);
- refinement of the street network, including a revised location of the Robert Street connection;
- an amended Stage 1 site concept plan including changes to the public domain and built form adjacent to Robert Street; and
- resolution of the proposed bus interchange access.

# Where we are now

## Step one COMPLETED ✓

### Exhibit the draft Bays West Place Strategy for community feedback

The draft place strategy set out the proposed narrative and vision for Bays West.



## Step two COMPLETED ✓

### Use feedback to finalise the Bays West Place Strategy

Community and stakeholder feedback was reviewed to update and finalise the Bays West Place Strategy. The strategy sets the vision for Bays West and provides information about the next phases of the project.



## Step three COMPLETED ✓

### Undertake further investigation and studies

Additional technical studies/investigations were undertaken to inform and develop the stage 1 master planning phase. This includes precinct-wide studies and sub-precinct specific investigations.



## Step four

### Stage 1 – White Bay Power Station (and Metro) sub-precinct

<span>COMPLETED ✓</span>	<span>WE ARE HERE</span> 📍		
4a Master planning	4b Rezoning	4c Planning approval	4d Delivery
<ul style="list-style-type: none"> <li>included detailed site investigations, testing of built form and density, consideration of appropriate land uses, and identified required supporting infrastructure.</li> <li>Was exhibited May 2022</li> </ul>	<ul style="list-style-type: none"> <li>identifies planning controls that will guide future development</li> <li>provides detailed guidance through a Design Guide</li> <li>includes Affordable Housing Program and Infrastructure Delivery Plan</li> <li>includes exhibition</li> </ul>	<ul style="list-style-type: none"> <li>assesses future development against the planning controls established in step 4b and includes further refinement and detail of the final built-form</li> <li>includes exhibition</li> </ul>	<ul style="list-style-type: none"> <li>government led tender process for development partners</li> <li>government selects chosen development / delivery partners</li> <li>construction commences post final planning approvals</li> </ul>

## Step five

### Master planning and rezoning for future sub-precincts within Bays West

Involves undertaking a staged master planning process and rezoning of sub-precincts. This will include consultation and engagement with the community and will be guided by future decisions of the NSW Government. It will follow a similar process to that outlined in Step 4.



# Consultation snapshot

The exhibition of the Bays West Stage 1 draft Master Plan was held from 4 May 2022 to 31 May 2022.

A total of 911 submissions were received from individuals and community groups, local government, peak bodies and development industry groups.

These submissions informed the revised Bays West Stage 1 draft Master Plan.

The Department of Planning and Environment provided various opportunities for the community to get involved and provide feedback.

A wide range of topics were raised during the consultation phase including built form and land use, public domain and open spaces, connectivity, traffic and transport, road network and street hierarchy, Glebe Island Bridge, heritage, social and community infrastructure, sustainability, design excellence and connecting to Country.

Additional information and detail requested by the community has been incorporated in the Rezoning Proposal package for Stage 1, and information relating to the broader Bays West area will be explored and expanded upon in subsequent stages of the renewal of Bays West. The community will be engaged as Bays West continues to evolve.



**911**  
submissions were received



**2**  
online information sessions were held on 12 May and 23 May 2022



**256**  
users visited the interactive map



**28**  
'talk to a planner' sessions



**161**  
surveys were completed



**696**  
direct emails were sent to people who registered for updates



**23**  
comments were provided on the interactive map



**41,600**  
postcards were distributed (letterbox drops)



Targeted Aboriginal community consultation



Bays West virtual engagement room was available



Advertisements on Facebook, and posts on Twitter, LinkedIn and Instagram



Advertisements placed in metropolitan newspapers

# What we heard

## Most frequently raised topics

### Scale of development



Concerns were raised regarding the scale of the development and building heights, and the associated capacity of the road network, public transport, social infrastructure, and open spaces. The feedback noted that changes to the size, height and scale of development can help to protect the character of the precinct and its heritage values, and also improve both physical and visual connectivity across and beyond the Precinct.

**Response:**

Further investigation, studies and analysis on the road network, public transport, social infrastructure and open space has been undertaken as part of the development of the draft planning controls and draft Design Guide as part of the Stage 1 Rezoning Proposal. These documents provide guidance for future development of the road network, public transport provision, delivery of social infrastructure and size and design of future open spaces. The further work undertaken to inform the Stage 1 Rezoning Proposal found the scale of development is appropriate and balances the need to protect the character of the area whilst also ensuring sufficient activation and development to support the significant investment in metro infrastructure.

### Traffic and transport



Submissions raised concerns around the extent of traffic modelling undertaken, impacts and management of private vehicle traffic and the need to improve the public transport links (between the Bays Metro station and local buses). It was also suggested that the delivery of The Bays station with the precinct's development needs to be coordinated to ensure the transport infrastructure and the development activities around the Metro station will support each other's performance.

**Response:**

Analysis of the existing and future road and public transport networks was undertaken in conjunction with Sydney Metro and Transport for NSW. This focused on ensuring that the proposed precinct layout, draft planning controls and draft Design Guide for Stage 1 will accommodate future development that can be supported by the surrounding road network and enhanced public and active transport connectivity within Bays West.

### Development feasibility



Stakeholders sought confirmation on the status of an economic and employment strategy at an early stage of Bays West to provide clarity on employment and dwelling targets.

**Response:**

An assessment of the Bays West Stage 1 feasibility has been undertaken to ensure that future renewal of the precinct can be delivered. This work was undertaken to consider different land use, revenue and cost scenarios and has informed the land use controls contained within the Stage 1 Rezoning Proposal.



## Public domain, community and social infrastructure

Stakeholders requested that the Rezoning Proposal safeguards recreation facilities and open spaces, and includes a carefully considered infrastructure schedule and staging plan that provides certainty and transparency that public spaces and facilities are costed, scheduled and will be delivered in a timely manner, either ahead of or alongside development.

### Response:

The draft planning controls and draft Design Guide for Stage 1 establish a framework and guidance for the delivery of recreation facilities, open spaces and community and social infrastructure. These include the protection of solar access to public space (see Section 5 of the Explanation of Intended Effect), and provisions to ensure new development achieves high quality outcomes for built form, public domain and heritage, and seeks to improve the amenity of the precinct and its surrounds (see Sections 7 and 14 of the draft Design Guide).

Delivery of a significant amount of infrastructure to support the wider Bays Precinct is being committed to as part of the Stage 1 rezoning. This includes delivery of new open spaces, social and community infrastructure, new roads, and cycling and pedestrian links (see Sections 4 and 5 of the Explanation of Intended Effect, and Section 3 of the draft Design Guide).

## Housing



Stakeholders identified that the future Rezoning Proposal needs to incorporate incentives or planning control pathways for build-to-rent and affordable and social housing operators.

### Response:

The draft planning controls have included a target for affordable housing of 7.5% to be delivered in Stage 1 (see Sections 4 and 5 of the Explanation of Intended Effect). This target will be subject to further feasibility testing prior to finalisation of the rezoning package, but will be within the range of 5-10% consistent with the District Plan. An Affordable Housing Program is also on exhibition as part of the Rezoning Proposal. The draft planning controls do not prevent build-to-rent from being delivered in the precinct. The draft Design Guide provides further guidance at Section 5 on the design of housing.



## Heritage

Submissions identified that careful consideration is required to ensure that the implementation of heritage-based outcomes are achieved. Further detail was requested in the draft planning controls to ensure that heritage is appropriately considered.

**Response:**

The draft planning controls and draft Design Guide include specific controls to ensure that heritage considerations are a key part of the future renewal of the sub-precinct.

The Explanation of Intended Effect proposes to retain and update existing heritage and conservation provisions, whilst the draft Design Guide provides further guidance on adaptive reuse, preservation of views and heritage interpretation.

## Connecting with Country



Submissions identified the importance of acknowledging Aboriginal culture and values, providing affordable housing for Aboriginal people, and the need to support Indigenous businesses.

**Response:**

The draft planning controls and draft Design Guide will ensure that Aboriginal culture and heritage is embedded in the future planning and delivery of Stage 1 of Bays West. The Explanation of Intended Effect includes an objective to ensure future development acknowledges and embeds Country, reflects Indigenous design principles and opportunities to connect with Country. The draft Design Guide embeds Country throughout the document, specifically outlining Connecting with Country Principles.

## Sustainability



Submissions requested further clarification on the implementation of the Draft Stage 1 Sustainability Framework, including:

- how the measures contained within the framework are to be translated into targets, principles, guidelines, and controls; and
- how future development will be monitored and assessed to ensure sustainability targets are ultimately delivered to enable better outcomes.

**Response:**

The draft planning controls and draft Design Guide ensure that commitments and measures identified in the Draft Stage 1 Sustainability Framework are delivered as the area is developed. The Explanation of Intended Effect includes sustainability provisions requiring the achievement of a 5-star Green Star Buildings or equivalent target for all buildings, and BASIX affected buildings must exceed the BASIX commitments for energy and water. The draft Design Guide provides further information and guidance on sustainability.



# Aboriginal consultation

As part of the Stage 1 draft Master Plan exhibition, the engagement of First Nations stakeholders was facilitated to gather insights and feedback on the draft Master Plan. The participants included 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.

Aboriginal stakeholders provided feedback on a number of themes, including:

## Built form and land use

- Country should be explored beyond typical land use outcomes and should be realised in all built environment projects;
- Limiting building heights can preserve the significant heritage view corridors across the precinct and that facilitating sensory access (be it visual, aural, or otherwise) to Country from inside built structures is a desirable outcome;
- Outcomes of the draft Master Plan were supported, especially if Aboriginal employment and cultural outcomes could be realised through the project;
- Day and night-time activation was an ideal outcome; and
- Affordable housing options for Aboriginal people in Sydney has long been a priority for Aboriginal communities.

## Connecting with Country

- The key principle of revealing, expressing, and celebrating the natural and cultural narratives and knowledge from custodians to reveal the richness of layers and stories of place is the right approach.

## Public domain and open spaces

- There was support for the approach to public domain and open spaces which identified ample green spaces and access to water as key highlights.

## Heritage (White Bay Power Station)

- Investigation should be undertaken to see if there were any Aboriginal employees when the White Bay Power Station was operational, to ensure that this is captured and reflected in the broader White Bay Power Station story

## Social and community infrastructure

- There was strong support for the planned social and community infrastructure.

## Traffic and Transport

- Stakeholders noted that there were opportunities to tell the story of connection and place through transport infrastructure and assets, such as creating Aboriginal artwork on buses, trains, light-rail, and boats.

## Road network and street hierarchy

- Stakeholders identified that a road network and street hierarchy which provided a greater sense of place and space across the precinct would provide a better outcome.

## Sustainability

- Stakeholders responded positively to the draft Master Plan's approach to sustainability, particularly the overarching commitment of Connection with Country, which stakeholders said is a logical and culturally inclusive approach.

### Response:

The feedback received from First Nations stakeholders has been embedded throughout the draft Design Guide and has informed the draft planning controls. Feedback has confirmed the place stories of Bays West that have been used to support the Connecting with Country approach were culturally appropriate and relevant for the precinct. Feedback from First Nations stakeholders will support the evolution of Bays West.

# How we responded to feedback

## Finalisation of the Stage 1 Master Plan

Feedback received during the public exhibition period and documented in this report has informed and shaped the revised Bays West Stage 1 draft Master Plan and preparation of the Stage 1 Rezoning Proposal.

Feedback on the draft master plan has directly informed the development of the draft planning controls and the draft Design Guide for Stage 1. The draft master plan will be finalised following the exhibition of the Rezoning Proposal.

Artist's impression of potential opportunities for the future of White Bay. Credit: Scharp and Cox Architecture.

## Next Steps

Following exhibition of the Bays West Stage 1 Rezoning Proposal, feedback received on the draft planning controls and draft Design Guide will be reviewed and considered in finalising the planning controls for Stage 1.

Once finalised, the planning controls and Design Guide will be used to shape and control development which occurs within Stage 1 of Bays West. Future development within Stage 1 will be subject to assessment against the planning controls to ensure that the development appropriately responds to the vision established by the Bays West Place Strategy (November 2021).

The future stages of Bays West will be master planned and rezoned as the renewal of the wider precinct continues and will be informed by further public consultation.



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# Planning and Environment

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