



SYDNEY FISH MARKET

BLACKWATTLE BAY, PYRMONT

M A S T E R P L A N

M A Y 2 0 0 5



S Y D N E Y F I S H M A R K E T
B L A C K W A T T L E B A Y , P Y R M O N T
M A S T E R P L A N
M A Y 2 0 0 5

Prepared by
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for
Sydney Fish Market Pty Ltd &
Sydney Harbour Foreshore Authority



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GLOSSARY

DA	Development Application
SEPP	State Environmental Planning Policy
SFM	Sydney Fish Market
SFMPL	Sydney Fish Market Pty Ltd
SHFA	Sydney Harbour Foreshore Authority
SREP	Sydney Regional Environmental Plan
UDP	Urban Development Plan for Ultimo-Pyrmont Precinct (1999 Update)
CIP	Community Involvement Programme

EXECUTIVE SUMMARY

A Master Plan is required under the provisions of *Sydney Regional Environmental Plan No.26 – City West (SREP 26)* for the Sydney Fish Market (SFM) site prior to any potential redevelopment. The purpose of this Master Plan is to guide the future development of the SFM site. It has been prepared to address the provisions of SREP 26 and the guiding principles of *State Environmental Planning Policy No. 56 – Sydney Harbour Foreshores and Tributaries (SEPP 56)*. The Minister for Infrastructure and Planning is the authority for adoption of the Master Plan and consent authority for future DAs relating to the site under SREP 26.

An extensive community and stakeholder involvement programme has informed the Master Plan's vision, objectives and outcomes and assisted in the contextual analysis and identification of site opportunities and constraints by exploring the key elements of SFM's sense of place.

Retention and enhancement of SFM unique 'sense of place' is a fundamental philosophy underlying the project. It is seen as imperative that the working harbour atmosphere of SFM, that is so highly valued and loved by Sydneysiders and visitors alike, is maintained in the future.

The Master Plan is intended to:

- Continue Government efforts to renew the Pyrmont/Ultimo area as a thriving, lively and publicly accessible urban environment.
- Provide a structure for the future development of SFM that meets the requirements and objectives of Sydney Fish Market Pty Ltd (SFMPL), Sydney Harbour Foreshore Authority (SHFA), the Government and the wider community.
- Provide a comprehensive and integrated approach for the future redevelopment and management of the site that will enable the development assessment process to proceed efficiently by clarifying issues and identifying requirements.
- Provide guidance as to the land use, form, scale and phasing of development that will be acceptable on the site, within a publicly accountable process.

- Assist stakeholders and the public in understanding the future role, sense of place and character of SFM.
- Set the conceptual framework for future development whilst providing flexibility to encourage innovative design and development.
- Assist the consent authority in the consideration and determination of future Development Applications (DAs).

The Master Plan sets out requirements for future development in the form of detailed development principles and controls. These aim to encourage development that responds to its context and contributes to the quality of the built environment, the future character of the site and the surrounding Blackwattle Bay locality.

STRUCTURE OF THE MASTER PLAN

This Master Plan is divided into 3 distinct sections. They are:

Part A - Background

This section briefly explains the background to preparation of the Master Plan and the Master Plan vision and role.

Part B – Contextual Analysis

The site analysis process assists in fully understanding the site's opportunities and constraints and has underpinned the development of the design strategy for the site.

Part C - The Master Plan

This section is the Master Plan. It sets out the Master Plan principles and design guidelines for future development on the site.

The Master Plan is supported by background information that details a process of site and context analysis and option development, and provides technical background.

PART A BACKGROUND

A1 ROLE OF THE MASTER PLAN

The purpose of this Master Plan is to guide the future development of the Sydney Fish Market (SFM) site. It has been prepared to address the provisions of *Sydney Regional Environmental Plan No.26 – City West* (SREP 26) and the guiding principles of *State Environmental Planning Policy No. 56 – Sydney Harbour Foreshores and Tributaries (SEPP 56)*. An earlier 1995 SFM Master Plan lapsed on March 2001. A six (6) month extension was granted for this Master Plan which lapsed on 20 September 2001.

The Master Plan demonstrates the contextual relationship between the site and its wider area; establishes height, form and urban design principles for future development; identifies the different land uses proposed and requirements for the provision of public open space; and sets out the manner in which the site will function, including pedestrian and vehicular access and circulation and other key operational characteristics.

A fundamental principle underlying development of the Master Plan has been recognition that realisation of the full potential of SFM requires an integrated planning and management approach if the full potential of Blackwattle Bay is to be realised.

The buildings, landform, foreshore location, maritime setting and mix of land uses give Blackwattle Bay its unique working harbour/maritime character. Distinguished from the Rocks and Darling Harbour, Blackwattle Bay has the potential to be developed as another unique area of Sydney, offering a variety of maritime and fresh fish market related services and experiences, and with a character and function unparalleled in Sydney. By redefining its objectives, role and function, this Master Plan aims to facilitate SFM's redevelopment as a catalyst to and cornerstone element of the redevelopment of this precinct.

Retention and enhancement of SFM's unique 'sense of place' is a fundamental philosophy underlying the project. It is seen as imperative that the working harbour atmosphere of SFM, that is so highly valued and loved by Sydneysiders and visitors alike, is maintained in the future.

The Master Plan is intended to:

- Continue Government efforts to renew the Pyrmont/Ultimo area as a thriving, lively and publicly accessible urban environment.
- Provide a structure for the future development of SFM that meets the requirements and objectives of SFMPL, SHFA, the Government and the wider community.
- Provide a comprehensive and integrated approach for the future redevelopment and management of the site that will enable the development assessment process to proceed efficiently by clarifying issues and identifying requirements.
- Provide guidance as to the land use, form, scale and phasing of development that will be acceptable on the site, within a publicly accountable process.
- Assist stakeholders and the public in understanding the future role, sense of place and character of SFM.
- Set the conceptual framework for future development whilst providing flexibility to encourage innovative design and development.
- Assist the consent authority in the consideration and determination of future Development Applications (DAs).

The Master Plan sets out requirements for future development in the form of detailed development principles and controls. These aim to encourage development that responds to its context and contributes to the quality of the built environment, the future character of the site and the surrounding Blackwattle Bay locality.

The Master Plan is an important tool in the planning approval process, building on the broader land use and development control provisions of SREP 26 and the more specific urban design, built form,

public domain, access, parking and circulation requirements of the Ultimo Pyrmont Precinct Urban Development Plan (1999 Update) (the UDP).

The Minister for Infrastructure, Planning and Natural Resources is the authority for adoption of the Master Plan and consent authority for future DAs relating to the site under SREP 26. Adoption of the Master Plan does not imply the granting of consent for any development, however, in the assessment of future DAs for the site, the Minister must take the Master Plan into consideration and development must be consistent with it.

Any amendment to the Master Plan will be subject to public consultation and the consent authority must be satisfied that:

- a better development will result;
- the land uses proposed is consistent with the zone objectives;
- the total floor space of all buildings within a development will not increase above that permitted by SREP 26 as a result of an amended Master Plan; and
- the total land available for public open space within the site will not be reduced below that required by a previous Master Plan or amendment.



Figure 1 Land to which the Master Plan applies

A2 LAND TO WHICH THE MASTER PLAN APPLIES

LAND

This Master Plan applies to the SFM site (including the Bank Street car park). The area covered by the Master Plan is shown in Figure 1. The site is currently bounded by Hymix concrete batching plant to the north, Bank Street to the east, Pyrmont Bridge Road to the south and Blackwattle Bay to the west.

WATER

Whilst, this Master Plan applies only to the land based component of SFM, the overall redevelopment of SFM is likely to involve works and operations within the adjoining waterway. Activities within the waterway, including access to the waterway, structures spanning water, and any works to wharves and pontoons do not require development consent. Waterways Authority is the approval authority for all such 'water based' activities, which require assessment and approval under Part 5 of the Environmental Planning & Assessment Act 1979 (the Act). Whilst the Waterways Authority is the approval authority for all 'water based' activities, the seawalls form part of the SFM site and are subject to approval under Part 4 of the Act for which the Minister of Infrastructure and Planning is the consent authority.

Although the Master Plan controls and principles do not strictly encompass any activities within the waterway, the Master Plan seeks to provide a context within which future water based activities can be considered by Waterways Authority in an integrated and holistic manner. This will ensure that public participation by the community and other relevant public authorities and agencies is appropriately incorporated into decision making processes for all aspects of the proposed works, and to ensure integrated land and water use planning.

THE SYDNEY FISH MARKET EXPERIENCE

VISION STATEMENT

The commercially viable redevelopment of Sydney Fish Market as Australia's premier seafood centre of excellence merging a vibrant and unique market atmosphere with Sydney's lifestyle, incorporating: working fishing port; wholesale fish market; fresh food retail market; food and beverage outlets; and entertaining and stimulating harbourside experience

Key Project Outcomes

A working maritime icon	A vibrant retail and wholesale seafood and fresh food marketplace	SFM key anchor connected and integrated with Blackwattle Bay precinct	Unique and varied visitor experience	Environmentally friendly, safe and quality commercial operation
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Delivery Principles

Maintain working seafood market	Seafood as anchor Non-residential	Foreshore promenade View corridors to water	Affordable and family-friendly Internal view corridors	Viable business environment Expanded operation
Urban design reflecting maritime/working character	Longer opening times attracting different users at different times	Public transport Road networks and signage	Open space 'Fish Market square'	Pedestrian and cycle friendly Clean environment
Maximise opportunity of waterside location	Provider of fresh produce to retailers, caterers and consumers	External pedestrian and cycle connections	Water access Mix of commercial buzz and consumer activity	Waste management Improved access, car parking and internal movements
Maintain strong identity	Freshness and integrity of seafood Individual retail character	Strong relationships and connection with Blackwattle Bay precinct	Interaction with the business of selling seafood	

CREATES THE SYDNEY FISH MARKET ATMOSPHERE AND SENSE OF PLACE

Figure 2 Sydney Fish Market Experience

A3 VISION, OBJECTIVES, SFM SENSE OF PLACE AND OUTCOMES

VISION

The Master Plan vision is:

The commercially viable redevelopment of Sydney Fish Market as Australia's premiere seafood centre of excellence merging a vibrant and unique market atmosphere with Sydney's lifestyle incorporating:

- working fishing port;
- wholesale fish market;
- fresh food retail market;
- food and beverage outlets; and
- entertaining and stimulating harbourside experience.

OBJECTIVES

The objective of the Master Plan is to deliver the vision for SFM by providing a planning framework for future development on the site, specifically to:

- Balance economic return with working waterfront, vibrancy and diversity of the harbour foreshore and community service obligations;
- Create a commercially viable development that recognises both SFMPL's and SHFA's interests;
- Improves land and water access to maximise visitation;
- Recognises, retains and enhances the distinctive and valued aspects of the existing SFM, including its working harbour character;
- Creates a tenancy mix that satisfies both SHFA's and SFMPL's customer needs (broad public appeal and local resident population) ensuring the rights of existing tenants are protected;
- Improves public and customer access to Blackwattle Bay from Glebe, Darling Harbour, Pyrmont Ultimo precinct and Sydney CBD;



Image 1 Maintaining working harbour/ maritime character



Image 2 Commercial selling floor

- Develops an expanded and vibrant retail complex maintaining as the dominant feature, a working fish market;
- Provide a new foreshore promenade and boardwalk to increase visitor participation on the waterfront; and
- Facilitate the broader redevelopment of Blackwattle Bay and surrounding environs within SHFA's legislative boundary.

UNDERSTANDING AND DEFINING SENSE OF PLACE

During the Master Planning process undertaken and managed by SHFA, the sense of place and character of SFM was identified, captured and analysed so the site's unique feel and qualities were clearly understood and articulated into the Master Plan content and design. In this way, the feel and atmosphere of the existing SFM, so highly valued and loved by Sydneysiders and visitors, can be recognised and maintained in the future management and re-development of the site.

The SFM sense of place experienced by individuals is a culmination of one or more of the following but not limited to:

- relationship between people and SFM setting;
- unique experiences offered at SFM;
- the 'working' nature and real activities that occur at SFM;
- the atmosphere within the site and the Blackwattle Bay surrounds; and
- the historical development and use of the site.

In this context, any future development of SFM should be based on:

- an understanding of SFM including its sense of place within the context of Blackwattle Bay;
- community involvement in the planning process; and
- the development of realistic and financially feasible development stages.



Image 3 Master Plan perspective.

Note: This is an artists impression only. The final form of the development will be addressed in the subsequent detailed Development Application stage.

STATEMENT OF SENSE OF PLACE AND CHARACTER

The following statement and elements are to be given due regard during the preparation and application of any redevelopment proposal or management strategy for the site.

“Enjoyed and loved by the people of Sydney and visitors alike, the bustling seafood market of Sydney (SFM) is unique to Australia and possibly the world, making it an important place and contributor to the character of Sydney. Located just outside the CBD, the SFM is a lively working wholesale and retail seafood market, complemented by the harbour setting and the fishing fleet that berth and service the market.

The wholesale and commercial activity on the site engenders a lively atmosphere that is real, unsophisticated and honest. It is a working icon, with an active ‘working’ character and rawness, experienced by the smell and industrial nature of the site. The SFM is a workplace and life to many colourful and hardworking people, with a long history and tradition of catching, auctioning and retailing of seafood products.

Elements of SFM identified during the Community Involvement Programme as being highly valued and creating the unique sense of place are:

- the industrial and rustic nature of the site;
- the produce being direct from the source;
- getting as close to the produce without catching it yourself;
- the honest and unsophisticated nature of the site;
- the genuine and hardworking people who work and have tradition and history with SFM;
- the freshness, variety and integrity of the seafood available;
- the Australian experience and identity (Sydney) of having access to quality seafood at a reasonable price;
- being able to view a wide variety of fresh seafood and understand/be part of the seafood food chain;
- getting close to the product and having confidence about knowing where it has come from;
- understanding, experiencing and interacting with the business of catching, auctioning and selling fish; and

An artists impression of the proposed Master Plan is illustrated (Refer Image 3).

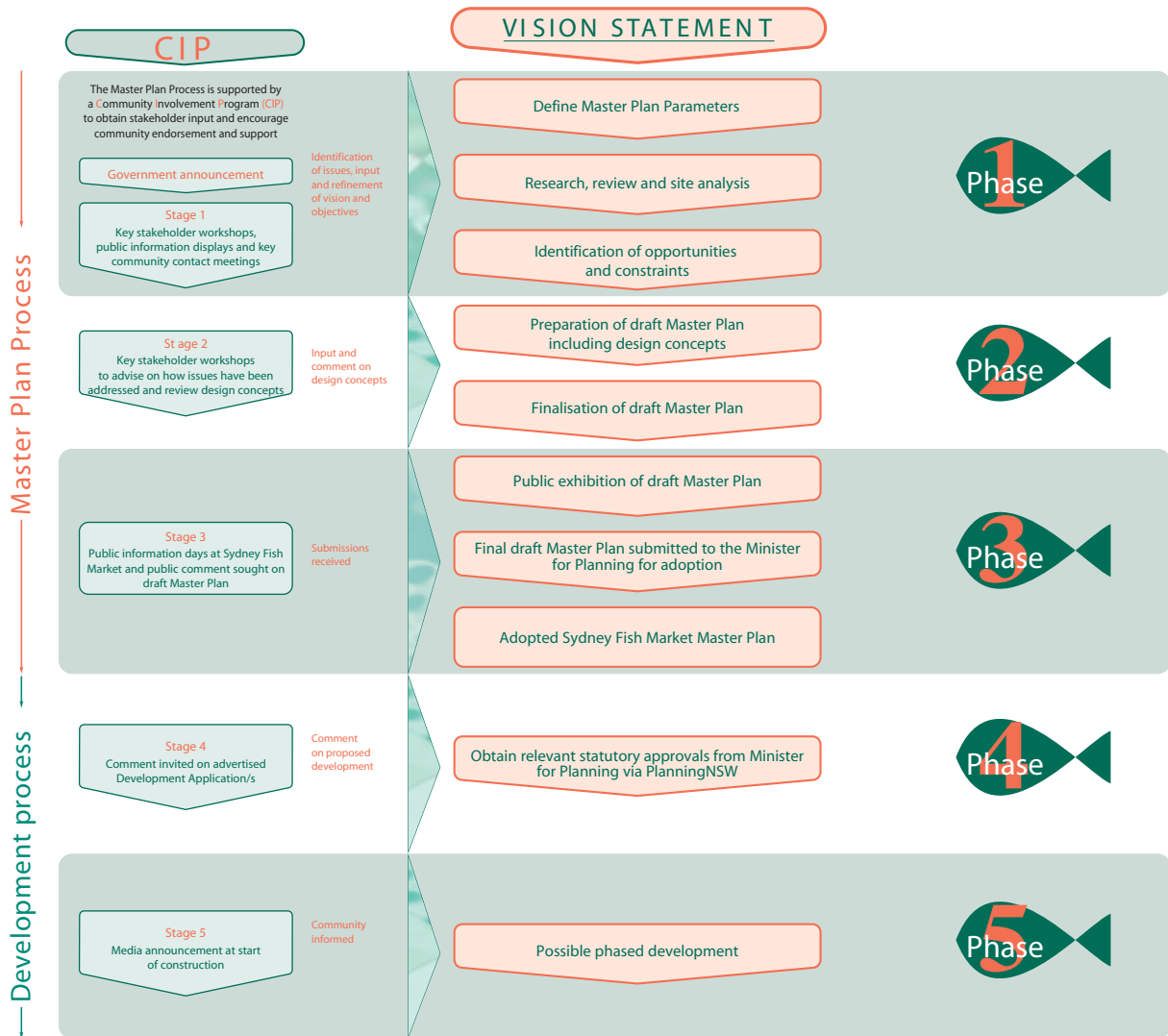


Figure 3 Master Plan process

A4 MASTER PLAN PROCESS AND COMMUNITY INVOLVEMENT PROGRAMME

The Master Plan concept has followed the review and assessment of numerous options by stakeholders and the community.

The community and stakeholder consultation process involved approximately 55 stakeholder groups that have a key interest in the future development of the SFM site. These were grouped as follows:

- Fishing industry (tenants, buyers, Master Fish Merchant's Association and Board of the Catches Trust).
- The local community.
- Blackwattle Bay landowners.
- Maritime Industry.
- Employees.
- Government (State and Local).
- Other stakeholders.

The Community Involvement Programme (CIP) has informed the Master Plan vision, objectives and outcomes and assisted in the contextual analysis and identification of site opportunities and constraints by exploring the key elements and drivers of SFM's sense of place, and gathering valuable information from the general public about potential operations and their consequences. It has also enabled the testing and review of a range of planning and urban design responses to the site.

Developed and tested within the context of the statutory planning framework, the preferred Master Plan concept is considered to provide the most robust solution with regard to the SFM operations and functions, whilst responding to the key issues identified by stakeholders refined through the CIP.

Figure 3 summarises the Master Plan Process from the CIP undertaken in late 2001 / 2002 through to the proposed phasing of the site's future development.

A5 SUPPORTING STUDIES

The Master Plan has been informed by detailed physical analysis of the site undertaken with the support of specialist consultants engaged to assess issues relating to traffic, environment, heritage, infrastructure and services, retail positioning and acoustics. The supporting studies are:

- *Phase 1 - Community Involvement Programme Findings*, prepared by Sydney Harbour Foreshore Authority.
- *Phase 2 - Community Involvement Programme Findings*, prepared by Sydney Harbour Foreshore Authority.
- *Community Involvement Programme, October 2001*, prepared by Sydney Harbour Foreshore Authority.
- *TMAP Analysis Working Paper*, March 2003, prepared by Masson Wilson Twiney Traffic and Transport Consultants.
- *Sydney Fish Market Master Plan Traffic and Transport Analysis Final Report*, February 2003, prepared by Maunsell Australia Pty Ltd.
- *Sydney Fish Market Master Plan Noise Audit Report No 01192-1 Version B*, December 2001, prepared by Wilkinson Murray Pty Ltd.
- *Environmental Audit*, November 2001, prepared by Gutteridge Haskins & Davey Pty Ltd.
- *Report on Marine Infrastructure Overview*, December 2001, prepared by Gutteridge Haskins & Davey Pty Ltd.
- *Report on Infrastructure Services Overview*, December 2001, prepared by Gutteridge Haskins & Davey Pty Ltd.
- *Heritage Assessment and Strategy Report*, January 1994, prepared by Wendy Thorp, *Review of Primary Resources - Sydney Fish Markets*, October 2002, prepared by Cultural Resources Management, and update letter November 2002 by Brian McDonald & Associates.

- *Assessment of Ecological and Aboriginal Heritage Issues* , December 2002, prepared by Environmental Resources Management Australia.
- *Arboricultural Assessment*, November 2002, prepared by Garry Clubley Arborist and Landscape Consultant.
- *Mooring Arrangements for the Sydney Fish Market Master Plan*, April 2003, prepared by Howard Bersten (not part of formal Master Plan).
- *Tree Impact Statement - Sydney Fish Market Master Plan*, March 2003, prepared by Garry Clubley Arborist and Landscape Consultant.
- *Sydney Fish Market - Stage 2 Environmental Overview*, May 2003, prepared by Gutteridge Haskins & Davey Pty Ltd.
- *Sydney Fish Market - Stage 2 Infrastructure Services Overview*, May 2003, prepared by Gutteridge Haskins & Davey Pty Ltd.
- *Sydney Fish Market - Stage 2 Noise Report*, June 2003, prepared by Wilkinson Murray Pty Ltd.
- *Sydney Fish Market - Stage 2 Marine Infrastructure*, June 2003, prepared by GHD.

Some of the supporting documents are identified in the Master Plan as containing additional requirements that must be taken into account when determining a Development Application.

A separate document contains all the supporting documents accompanying the Master Plan.

