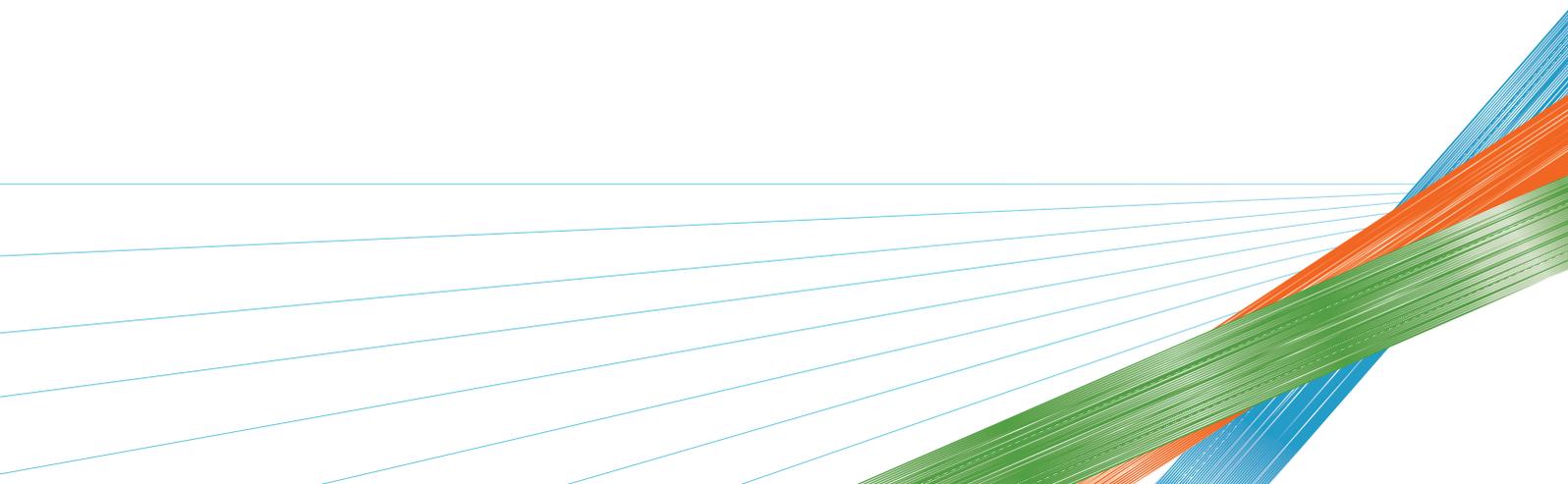


A DRAFT AMENDMENT TO UPDATE A *PLAN FOR GROWING SYDNEY*



Towards our Greater Sydney 2056

NOVEMBER 2016



Towards our Greater Sydney 2056 and its relationship to *A Plan for Growing Sydney* and District Plans

Two of the Commission's first tasks are to prepare draft District Plans for exhibition before the end of 2016 and review the initial regional plan - *A Plan for Growing Sydney* before the end of 2017. So that all of these plans work together, we aim to finalise the District Plans and updated Regional Plan concurrently.

In preparing the draft District Plans consideration must be given to *A Plan for Growing Sydney* as well as a range of matters including priorities identified by the Minister for Planning and other relevant plans and infrastructure strategies. These include:

- Premier's and State Priorities (September 2015) which include creating jobs, encourage business investment and increasing housing supply
- Ministerial Statement of Priorities (January 2016) which includes requirements for strategic planning of Parramatta, Penrith, Liverpool and Campbelltown
- Updates to the State Infrastructure Plans
- Western Sydney City Deal (see page 6).

Combined, these matters have generated a major shift in strategic planning for Greater Sydney, and have created a longer term, transformational focus on the regional significance of central and western Sydney. As such, *Towards our Greater Sydney 2056*, with its strategy for a metropolis of three cities (see map page 6) is set to provide a framework that can better underpin strategic planning for a more productive, liveable and sustainable city.

The exhibition of the draft *Towards our Greater Sydney 2056* foreshadows the comprehensive review of the regional plan in 2017 and is an essential companion to the exhibition of the draft District Plans.

How to be involved

This draft regional plan update sets out the evolution of the regional strategy for Greater Sydney since *A Plan for Growing Sydney* was released in December 2014.

This draft regional plan update is on formal public exhibition until the end of March 2017. This allows as many people as possible to provide their feedback on the proposed strategy and priorities that could shape the way Greater Sydney grows and changes.

You can send feedback:

via the website:

www.greater.sydney

by email:

engagement@gsc.nsw.gov.au

by post:

Greater Sydney Commission
Draft Amendment to
A Plan for Growing Sydney
PO Box 257
Parramatta NSW 2124.

Before making a submission, please read our privacy statement at www.gsc.nsw.gov.au/privacy

For more information:

visit www.greater.sydney

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Towards our Greater Sydney 2056

Our 40-year vision to enable a more productive, liveable and sustainable Greater Sydney

This document outlines a draft amendment to *A Plan for Growing Sydney* which aligns with the vision established in the draft District Plans. It is the first step in the comprehensive work that will take place next year to review *A Plan for Growing Sydney*.

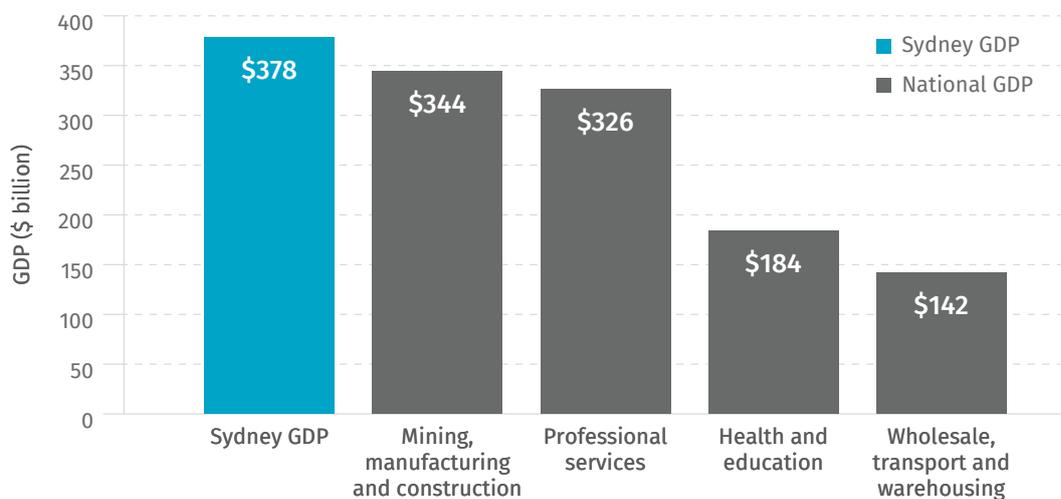
This amendment reconceptualises Greater Sydney as a metropolis of three cities, and is presented with the draft District Plans to reflect the most contemporary thinking about Greater Sydney's future. As a draft amendment for consideration, this allows the community and stakeholders to provide feedback to the draft District Plans while understanding the context of an emerging Greater Sydney, which will inform our review during 2017.

A changing, growing Greater Sydney

Think about Greater Sydney as you know it today. Not only has it completely transformed in its structure and role from when it first flourished in the 19th Century, it has already surpassed the ambitious city on the Harbour that spread its reach and created its new suburbs throughout the 20th Century.

Today, Greater Sydney is an economic powerhouse, generating nearly a quarter of Australia's Gross Domestic Product (GDP). Its economy - at \$378 billion per year - is bigger than the combined value of Australia's manufacturing, mining and construction industries (Figure 1). Its financial strengths make it a great place for business.

Figure 1: Greater Sydney GDP compared to national industries (2015)



Source: Australian Bureau of Statistics, Catalogue 5204.0 Australian System of National Accounts

Greater Sydney is home to nearly 4.7 million people, which includes 2.4 million workers. Its Eastern City, traditionally known as Sydney CBD, is the epicentre of Australia's financial sector and home to key national institutions such as the Reserve Bank of Australia and Australian Securities Exchange (ASX). Other world-renowned institutions – such as the Sydney Opera House, Art Gallery of NSW, Museum of Contemporary Art and National Institute of Dramatic Art (NIDA) – highlight Greater Sydney's cultural and artistic credentials.

It also offers many local places that provide a diversity of lifestyle choices, from beachside to bushland settings, to busy main streets and ever-changing suburbs across its districts.

Greater Sydney's current structure – with economic activity and the transport network centred on Sydney City – has served it well, yet a singular focus on one city centre cannot continue as Greater Sydney grows, particularly when the city centre sits at the geographic edge, rather than at its geographic heart.

In a city-based economy like Australia's we need to get Greater Sydney's structure and spatial layout right.

Looking to comparable global cities, we know that few are orientated around a single large central business district like Greater Sydney. Instead, leading global cities develop alternatives in terms of where economic activity is located, how it is distributed and how different areas of economic activity are organised.

We associate these structures not only with improved productivity, but also with environmental and social benefits, as they allow for more connected and sustainable communities that provide greater opportunities without the need to travel long distances.

Compare this with Greater Sydney. Already, the location of the majority of Greater Sydney's jobs in the east, combined with an increasing number of people living in the west, has created capacity constraints such as higher levels of congestion, lower rates of housing affordability and uneven access to employment choices.

Greater Sydney is that rare place: a city that is globally competitive while also sharing the lifestyle assets of smaller, highly liveable centres. Thanks to strong economic and population growth, a strong pipeline of planned investments and the need to respond to the fundamental challenges of Greater Sydney's geographic structure, now is the right moment to shape its positive transformation.

These moments are rare in Greater Sydney's history and the ability to grab them is even rarer. Think about the significance of the Sydney Harbour Bridge, the Sydney Opera House and the 2000 Sydney Olympic Games.

The building of the Harbour Bridge was more than just a connection between north and south: it signalled Greater Sydney's maturity and its confidence in the future. The Opera House was not just developed as a place to see a show – instead, it put Greater Sydney on the global stage, attracting visitors from across the world and establishing rich cultural offerings. The Olympic Games were more than a sporting event – they regenerated Greater Sydney's geographic heart and transformed thinking about an area that had been neglected.

The once-in-a-generation opportunity

We are at a transformational point. We have an opportunity to shift Greater Sydney's spatial structure in a way that benefits all existing and future citizens.

If there is a single change – one moment in time – that motivates this approach, it is the planned investment in the Western Sydney Airport. This is a game changer for Greater Sydney and will provide, in around 40 years, tens of thousands of jobs.

Given the magnitude of this change, together with the scale of growth expected in Western Sydney, we need to plan now for a sustainable supporting transport network. As the new economic activity around the Western Sydney Airport starts to emerge and as the success of the Sydney City in the east continues, the Greater Parramatta and the Olympic Peninsula (referred to as GPOP) will develop its role as Greater Sydney's second city region.

Put simply, now is the time to conceive and plan for Greater Sydney maturing into a metropolis of three cities: a metropolis that will collectively create Global Sydney.

This means a shift away from thinking of Greater Sydney as a place anchored by an economically strong single central business district – a monocentric approach – and instead looking at the outstanding assets in three cities and the many local places and connections between these cities – a genuine polycentric approach, as shown in Figure 2.

'Greater Sydney has the potential to develop its global economic brand from its current professional and corporate services Eastern City focus towards a broader story that also embraces education, innovation, technology, and advanced production industries. The development of the Central City and the emergence of the Western City, catalysed by Western Sydney Airport, gives Greater Sydney a real opportunity to be a diverse and differentiated global economic powerhouse.'

Greg Clark, urbanist and global advisor on cities and investment

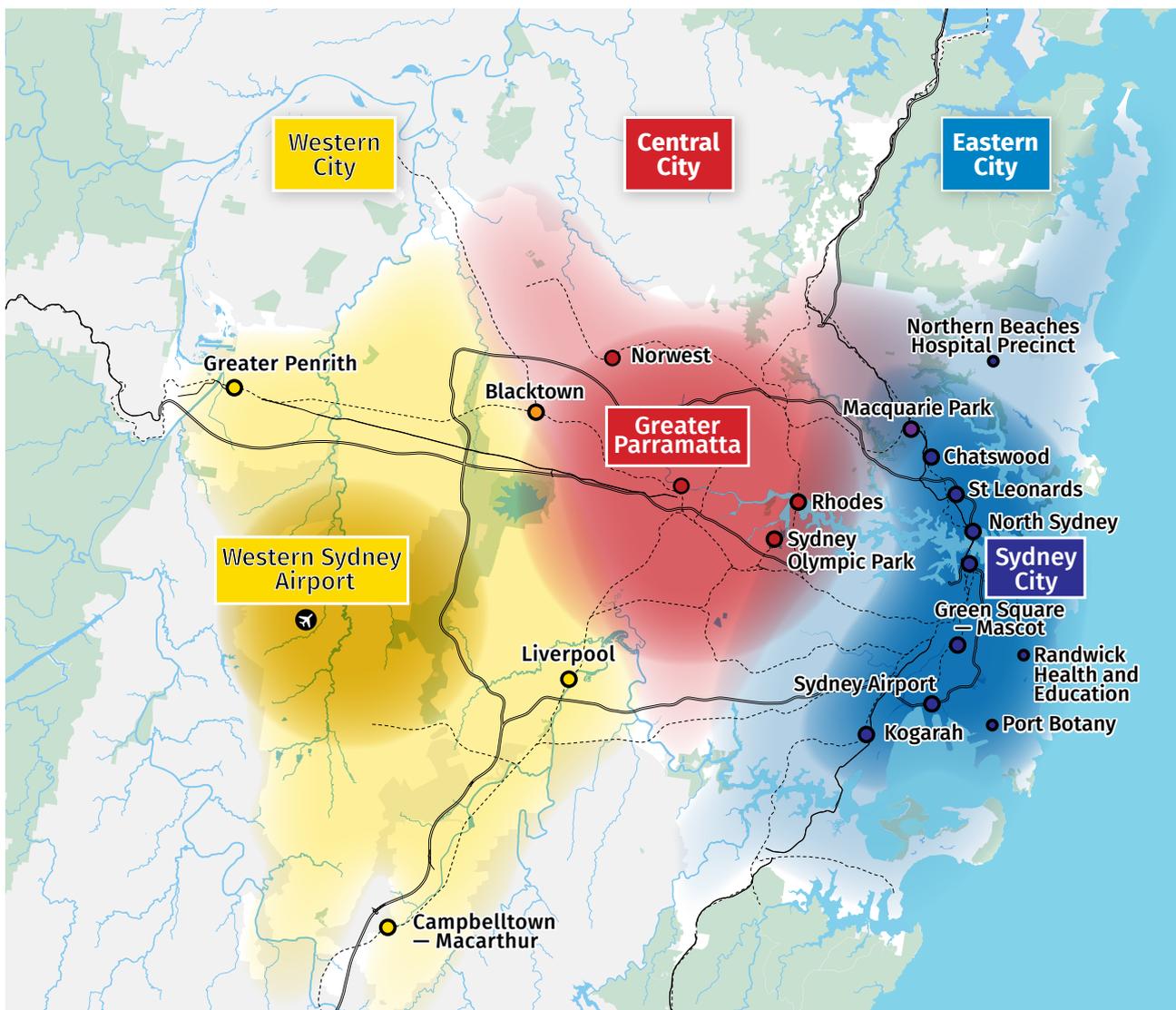
Western Sydney City Deal

The Australian and NSW Governments have agreed to work with local government on the development of a Western Sydney City Deal, a generational deal to deliver almost 100,000 jobs, more housing and better transport for outer Western Sydney in what is the nation's largest ever planning and investment partnership. The Western Sydney City Deal is intended to drive a new economy in the emerging aerotropolis that incorporates the areas immediately around the Western Sydney Airport, and the broader region.

The Western Sydney City Deal pledges to:

- target additional infrastructure investment to increase public transport and reduce traffic congestion, so people can spend more time with their families
- deliver more jobs closer to homes and services, with a focus on youth and Aboriginal training and skills development
- increase housing through better planning and density done well, and streamlining approvals across all three levels of government
- support clean air, green spaces, vibrant arts and cultural initiatives.

Figure 2 A metropolis of three cities: Global Sydney



The metropolis of three cities acts as a central organising strategy in the planning for Greater Sydney as an eight million-strong metropolis by 2056. It will guide future decision-making and the priorities of government and industry to move to a more productive, sustainable and equitable city.

The **established Eastern City** is the currently established Sydney City and economic corridors to its north through to Macquarie Park and south through Sydney Airport and Port Botany to Kogarah.

It is an economic engine – especially in the financial, business and professional services and innovation start-up sectors – with a beautiful harbour, sought-after suburbs and a large proportion of knowledge-intensive jobs.

There are many opportunities to enhance the Eastern City, such as the renewal of government-owned land near Sydney City and tackling congestion. Our planning must support and enable the continued growth of the Eastern City's global industries and branding.

The established city contains significant heritage precincts such as The Rocks, Millers Point, Macquarie Street and the Royal Botanic Gardens and the Domain. The Harbour foreshores include significant evidence of Aboriginal occupation and interaction with the landscape.

Of the three cities, the **developing Central City** with GPOP at its heart is anticipated to experience the most significant urban transformation over the next 10 to 15 years. Aboriginal occupation of this area dates back 30,000 years. Historically, Parramatta is an early colonial settlement and significant heritage is a key aspect of its identity. Its central metropolitan location will be one of its greatest advantages. By 2036, it will be one of Greater Sydney's administrative and business centres, and the Westmead health and education precinct will continue to grow and lead best practice in medical and education-related industries.

It will be an important area for advanced manufacturing and innovation-driven enterprises. It will offer more opportunities for 21st Century smart jobs, will build its own global brand and, with planned transport investments, will be an easier place to get to and move around in. It is critical that the Central City has strong transport connections and transport capacity to the established Eastern City and the emerging Western City.

By 2056, the Western Sydney Airport will be the focus of the **emerging Western City**. For the first time in over 100 years, this major catalyst will provide the opportunity to change the shape and structure of an extensive area of Greater Sydney.

The emerging Western City will also offer the strategic advantage of creating a greater diversity of jobs and greater social opportunities for the thousands of citizens in the centres of Penrith, Blacktown, Liverpool and Campbelltown-Macarthur.

The economic growth generated by the Western Sydney Airport will offer the opportunity to furnish the emerging Western City with affordable and diverse housing, transport and social infrastructure and jobs needed to create a place people will want to call home.

This new central organising strategy of Greater Sydney as a metropolis of three cities has led to a reconsideration of the approach to centres in *A Plan for Growing Sydney*. A new hierarchy of centres is proposed, which defines three types of centres: strategic, district and local.

These centres vary in terms of scale and contribution to Greater Sydney's job growth and productivity as well as service provision to local communities. In brief:

- strategic centres, including transport gateways, have the scale, industries and location needed to specifically support a city with smart jobs and the success of the Eastern, Central and Western Cities
- district centres have jobs, facilities and services that support district populations
- local centres have a range of local jobs and services for local catchments.

Our vision for Greater Sydney to 2056 represents the economic, social and environmental integration of a metropolis of three cities. It acknowledges that Greater Sydney is more likely to develop in a sustainable manner when it has a strong, productive economy underpinning a fair and liveable lifestyle and allowing a focus on Greater Sydney's natural environment, resilience and efficiency.

This vision can be delivered through a number of metropolitan priorities, summarised in the table below.

A Productive Sydney	A Liveable Sydney	A Sustainable Sydney
A growing city A city with smart jobs A 30-minute city	An equitable, polycentric city A city of housing choice and diversity A collaborative city	A city in its landscape An efficient city A resilient city



A productive Greater Sydney

Greater Sydney enjoys an international reputation as a tourist destination and Australia's services and financial capital.

Broadening its global economic footprint, particularly from Parramatta westwards, and leveraging the investment in the Western Sydney Airport will facilitate a diversity of jobs, connected to a '30-minute workforce' – which means more people living within 30 minutes of where they work. This requires better planning of employment locations, better transport connections and the ability for people to walk or cycle to local jobs, shops and services.

A metropolis of three complementary cities will create economic diversification and improve Greater Sydney's international competitiveness. It will allow Greater Sydney to welcome and create new, knowledge-intensive jobs for the 21st Century.

Our approach to planning for a productive Greater Sydney focuses on three metropolitan priorities, described below.

Metropolitan priority: A growing city

Greater Sydney accommodates over 2.4 million workers. As its population grows, so too will the number of workers. New jobs need to be located in a way that meets the needs of businesses while also providing access and choice for workers.

By 2036, this metropolitan priority aims to:

- support the generation of over 817,000 additional jobs
- accommodate 1.74 million additional people and more than 725,000 new homes
- increase Greater Sydney's economic growth rate
- increase total economic activity by 75% to approximately \$655 billion.

Metropolitan priority: A city with smart jobs

As Greater Sydney's economy grows, we need to increase the knowledge and skills capacity of the workforce. This will improve the resilience of the economy and its ability to adapt to future shocks and changes, while providing opportunities for people to work in a wider range of areas.

Leveraging existing strengths in knowledge-intensive sectors will help grow Greater Sydney's economy in a sustainable way.

A key focus for these 21st Century jobs will be centres with major health, education and commercial precincts, known as strategic centres.

This metropolitan priority aims to:

- increase knowledge-intensive jobs and health and education jobs
- increase productivity per worker
- focus on international students and inbound tourism
- deliver a smart city that enables knowledge-intensive jobs to thrive.

Metropolitan priority: A 30-minute city

Increasing the range of jobs and services and other opportunities that people can get to within 30 minutes will improve overall quality of life and give businesses better access to a broad and deep labour pool.

This metropolitan priority aims to:

- increase the proportion of people with good access to jobs and prioritise socially disadvantaged areas
- improve accessibility to jobs across all districts
- improve the ability to walk to local services and amenities.

Our vision for a productive Greater Sydney

2016	By 2036	By 2056
The Eastern City as a financial and professional services, FinTech, and health and education hub	The Central City as a health, education, administration, and finance and business services hub	The Western City as a trade, logistics, advanced manufacturing, tourism, health, education and science hub

Accelerating housing opportunities

Greater Sydney is experiencing a step change in its growth, with natural increases (that is, an increase in the number of births) a major contributor. We need to recognise that the current and significant levels of growth, and the forecast higher rates of growth, are the new norm rather than a one-off peak or boom.

Since the release of *A Plan for Growing Sydney* the projections for growth have been revised upwards. The projections include multiple scenarios with the middle scenario of 725,000 additional dwellings over 2016-2036. This is an increase of 9% from *A Plan for Growing Sydney* owing to revised population projections. The projections for a high growth scenario require an additional 830,000 dwellings.

To accommodate new housing growth while also responding to housing affordability, there is a need to accelerate housing supply across Greater Sydney. While the planning system is not responsible for actually building new homes, we have a key role to play in creating opportunities for new housing in the right locations. We refer to this as 'capacity'.

To do this, we need clear criteria about where additional capacity should be located. Our vision for accommodating homes for the next generation is intrinsically linked to planning for and integrating with new infrastructure and services. We identify the opportunities to do this in three ways.

1. Urban renewal

Urban renewal provides opportunities to focus new housing in existing and new centres with frequent public transport that can carry large numbers of passengers – meaning that more people can live in areas that provide access to jobs and services.

A Plan for Growing Sydney identifies possible urban renewal corridors. These opportunities need to be investigated further now to determine their ability to provide capacity for new housing in the medium (five to 20 years) and longer (20+ years) term. The need for this additional capacity is greatest in the North and Central Districts.

In addition to the general guidance in *A Plan for Growing Sydney*, we propose the following criteria for investigating urban renewal corridors:

- Alignment with investment in regional and district infrastructure. This acknowledges the catalytic impacts of infrastructure such as Sydney Metro Northwest and Sydney Metro City & Southwest, NorthConnex, WestConnex, Sydney CBD and South East Light Rail, Parramatta Light Rail, Northern Beaches Hospital and any future NSW Government investments. It also acknowledges the opportunities created by enhancements to existing infrastructure.
- Accessibility to jobs, noting almost half of Greater Sydney's jobs are in strategic and district centres.
- Accessibility to regional transport, noting that high-frequency transport services can create efficient connections to local transport services and expand the catchment area of people who can access regional transport within a decent travel time.
- The catchment area that is within walking distance of centres with regional transport.
- The feasibility of development, including financial viability across a range of housing configurations (one, two and three+ bedrooms) and consistency with market demand. Proximity to services including schools and health facilities.
- Consideration of heritage and cultural elements, visual impacts, natural elements such as flooding, special land uses and other environmental constraints.
- Consideration of local features such as topography, lot sizes, strata ownership and the transition between the different built forms.
- Delivery considerations such as staging, enabling infrastructure, upgrades or expansions of social infrastructure such as local schools, open space and community facilities.

2. Medium density infill development

Medium density development within existing areas can provide a greater variety of housing sizes to suit individual household needs, preferences and budgets.

Many parts of suburban Greater Sydney that are not within walking distance of regional transport (rail, light rail and regional bus routes) contain older housing stock. These areas present local opportunities to renew older housing with medium density housing.

The Department of Planning and Environment's *Draft Medium Density Design Guide* shows how this local scale renewal can promote good design outcomes. The planning regulations that support delivery are set out in the Department's proposed Medium Density Housing Code.

Councils are in the best position to investigate opportunities for medium density in these areas, which we refer to as the 'missing middle'. Medium density housing is ideally located in transition areas between urban renewal precincts and existing suburbs, particularly around local centres and within the one to five-kilometre catchment of regional transport where links for walking and cycling help promote a healthy lifestyle.

3. New communities in land release areas

Greater Sydney's north west, west and south west contain land for new communities. The emerging shape of these new communities has shifted in recent years to take advantage of investment in infrastructure such as Sydney Metro Northwest or the rail line to Leppington.

Opportunities for more intense development around centres has seen a greater variety of housing types including apartments and terraces. A greater variety of housing choice is supported by housing diversity amendments to the *State Environmental Planning Policy (Sydney Region Growth Centres) 2006*. In the last decade there has been a major shift towards small lots, which has resulted in a significantly higher dwelling yield.

Land release areas offer significant medium and long-term capacity in Greater Sydney's north west and south west. Further capacity in the West District (Penrith Local Government Area) is needed in the medium and longer term in balance with infill and urban renewal.



Photo: Campbelltown City Council

A liveable Greater Sydney

The term 'liveability' is used in city planning to focus on the people who live in an area, the places they then spend time in, their health and quality of life as well as overall community wellbeing. We will integrate liveability considerations into every level of planning for Greater Sydney as part of a people-centred approach. This approach will draw from international frameworks, including the UN Sustainable Development Goals and as detailed in our Liveability Framework, available in our background material available on www.greater.sydney.

People have told us during community consultation that they want greater access to a broader range of housing choices that are affordable and suitable for all ages. They want easy access to health, education and recreation facilities, better transport links to ease congestion as well as improved walking and safe cycling links.



Our planning must also support the needs of young people, older people, people with disabilities and people from different backgrounds. The timely delivery of local infrastructure such as schools, health facilities and playgrounds is important and by identifying annual infrastructure priorities, we can help the delivery of both new and renewed district and local infrastructure.

Our approach to planning for a liveable Greater Sydney focuses on three metropolitan priorities, described below.

Metropolitan priority: An equitable, polycentric city

Across Greater Sydney, many centres generate a range of jobs and play a diversity of roles. A Greater Sydney of many centres means that people don't have to travel as far to get to the workplaces, education, services, shops and recreation areas they need. This makes a city more equitable and gives people access to more opportunities.

These centres should be the focus for transport improvements to deliver on the 30-minute city.

This metropolitan priority aims to:

- provide equitable access to jobs and education in centres to strengthen human capital
- deliver a more equitable city by planning for infrastructure as growth occurs
- provide equitable access to health, open space and community and cultural infrastructure
- respect and enhance heritage areas and assets
- understand the impact of demographic changes such as higher proportions of both school-aged children and the frail aged.

**Metropolitan priority:
A city of housing choice
and diversity**

The population of Greater Sydney is forecast to increase by 1.74 million people in the 20 years to 2036, and could be as high as eight million people by 2056. When this growth is combined with expected changes in household size and structure, we need to plan for more housing options in locations close to jobs and services and at a broad range of price points. Options can range from market rentals and ownership through to affordable housing and social housing.

This metropolitan priority aims to:

- support a range of housing choices at different price points to suit people through all stages of life
- provide affordable rental housing specifically for eligible households on very low and low incomes
- support the delivery of the NSW Government’s social housing program
- increase housing supply that broadens choice and diversity
- locate more jobs close to where people live
- in existing areas, prioritise new housing in places where daily needs can be met within walking distance or by public transport.

**Metropolitan priority:
A collaborative city**

Collaboration across State agencies, local government, service providers and the wider community delivers smart city planning. It is for this reason that collaboration and listening are built into everything the Commission will do.

The parts of Greater Sydney undergoing the most change and development require greater collaboration and coordination. In Parramatta, for example, the Greater Parramatta Technical Coordination Group is bringing all parties together to collectively improve the area.

A collaborative approach enables the sharing of city-making data and research, and addresses the challenge of dedicating new land for important resources such as open space, particularly in a city with high land values. A collaborative city uses public assets and resources in the best way possible.

This metropolitan priority aims to:

- achieve pathways for collaborative and shared use of social infrastructure, community resources and underutilised public assets such as schools, open spaces and residual government-owned land to promote liveability, quality of life and resource efficiency
- ensure our collaborations enhance quality of life across the widest possible area
- lead the collaboration in the development of major city-shaping areas, such as the Western Sydney Airport and GPOP
- increase, through the Greater Sydney Dashboard, ways for the community to access data and knowledge to help them to co-create a Greater Sydney.

Our vision for a liveable Greater Sydney

2016	By 2036	By 2056
The Eastern City with vibrant established suburbs and transforming renewal areas with greater housing choice and lifestyle opportunities	The Central City with a diversity of housing opportunities, access to green spaces and cultural and entertainment facilities.	The Western City with well-designed new residential areas, vibrant centres and local places

A sustainable Greater Sydney

Greater Sydney has been a managed landscape for tens of thousands of years. Sustainable natural systems provide 'ecosystem services' to the city, by providing water, absorbing and converting waste, moderating the local climate and creating attractive places and recreational spaces.

The changing climate requires responses and adaptations that can tackle challenges while also benefitting people, places and prosperity. We need to build Greater Sydney's resilience and use its resources and energy more efficiently. This requires us to recognise and foster opportunities to improve environmental performance, economic development and social relations.

Our approach to planning for a sustainable Greater Sydney focuses on three metropolitan priorities, described below.



Metropolitan priority: A city in its landscape

It is important to recognise that natural environmental areas are productive and have an impact on communities, the economy and regional tourism. Viewing Greater Sydney as a city in its landscape allows us to think about how the diversity of social, cultural and environmental conditions operate within this natural landscape. We need a longer-term planning approach for non-urban areas to manage Greater Sydney's waterways, biodiversity and its connected green spaces and corridors, while also looking at how we can green our streets, neighbourhoods and suburbs with new tree canopies.

This metropolitan priority aims to:

- improve the health of waterways
- protect, extend and enhance biodiversity, regional and local open space systems, as well as scenic and cultural heritage together with productive landscapes
- increase access to open space, conserve the natural environment and enable healthy lifestyles and local food.

Metropolitan priority: An efficient city

A sustainable city monitors its impact on global systems and climate change.

A more efficient Greater Sydney will analyse the most cost effective and efficient ways to reduce environmental impacts, reduce reliance on carbon and influence the design and location of water, energy and waste systems.

Greater Sydney can leverage its position as a leader and innovator in environmental technology and management.

This metropolitan priority aims to:

- minimise and mitigate environmental impacts through the efficient use of energy and resources, recycling of water and materials together with the development of renewable energy sources.

**Metropolitan priority:
A resilient city**

Future risks and mitigation measures need to be identified and managed so that Greater Sydney can continue to be viable and resilient in the face of shocks and stresses.

Planning at a local, district and metropolitan level will build on the NSW Government's support of the 100 Resilient Cities network.

This metropolitan priority aims to:

- identify and adapt to the impacts of climate change that are likely to increase
- minimise exposure to man-made and natural hazards
- strengthen social, organisational and infrastructure capacity by addressing chronic stresses in order to be able to resist and rebuild after the acute shock of natural disasters.

Our vision for a sustainable Greater Sydney

2016	By 2036	By 2056
The Eastern City as a celebrated and environmentally rich and resilient harbour city	The Central City as the river city with environmentally enriched waterways and a fully revealed and restored underlying natural landscape	The Western City as a protected and valued parkland city



Photo: City of Parramatta and Ross Honeysett

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