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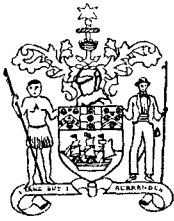
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the council of the city of sydney

ACTION PLANNING FORUM

22nd NOVEMBER 1972

FORUM — PROGRAMME

Programme

9.00	Assemble
9.10 — 9.15	Opening by the Right Hon. The Lord Mayor, Alderman David Griffin, C.B.E.
9.15 — 9.20	General Introduction by Alderman Leo Port.
9.20 — 9.30	Introduction of Consultants and Overall Theme by Alderman Andrew Briger.

SESSION 1

9.30 — 9.45	Kings Cross	— (D. Conybeare, USC)
9.45 — 10.00	Darlinghurst	— (S. Wanat, UDPA)
10.00 — 10.15	Oxford Street	— (D. Briggs, DPRA)
10.15 — 10.30	Woolloomooloo	— (M. Llewellyn-Smith, CC of S)
10.30 — 10.45	Transportation	— (P. Casey, USC)
10.45 — 11.05	Questions	— (Alderman Leo Port, Chairman)

11.05 — 11.30 Coffee Break

SESSION 2

11.30 — 11.45	Pedestrians	— (B. Young, MSJ)
11.45 — 12.00	Streetscape	— (D. Conybeare, USC)
12.00 — 12.15	Martin Place	— (M. Llewellyn-Smith, CC of S)
12.15 — 12.30	Questions	— (Alderman Barry Lewis, Chairman)

12.30 — 1.45	Lunch	
1.45 — 1.50	Introduction to Afternoon Sessions	— (J. Doran, City Planner)

SESSION 3

1.50 — 2.05	Surry Hills C3	— (P. Lindwall, USC)
2.05 — 2.20	Surry Hills C1	— (Sonja Lyneham, USC)
2.20 — 2.35	Newtown — Camperdown	— (K. Nash, CC of S)
2.35 — 2.50	Ultimo	— (J. Colman, UDA)
2.50 — 3.05	Pymont	— (T. Byrnes, WSB)
3.05 — 3.25	Questions	— (Alderman Leo Port, Chairman)

3.25 — 3.45 Coffee Break

SESSION 4

3.45 — 4.00	Noise & Pollution Control	— (R. Wilkinson, C & W)
4.00 — 4.15	Preservation	— (B. Young, MSJ)
4.15 — 4.30	Review of the Strategic Plan	— (G. Clarke, USC)
4.30 — 4.50	Questions	— (Alderman Andrew Briger, Chairman)

4.50 — 4.55 Conclusion by Alderman Andrew Briger.

THE RT. HON. THE
LORD MAYOR OF
SYDNEY, ALDERMAN
DAVID GRIFFIN, C.B.E.

Fellow Aldermen of the Sydney City Council, ladies and gentlemen:

It gives me great pleasure to open this Action Planning Forum. We are complimented at both the size and composition of the gathering and regret that we were obliged to refuse bookings from a number of persons who wanted to attend.

It is said that actions speak louder than words and in like fashion action plans should speak louder than words. Nonetheless, it is essential that there also be some words because action plans are the work of people and one of the purposes of today's forum is to bring the people who are responsible for the action plans into contact with those who are affected by such plans.

During the past three years since the civic aldermen became responsible for the administration of the City Council an almost unbelievable change has come over the civic scene. I ask you to cast your mind back to the pre-civic reform days: then there was no such thing as the Strategic Plan for Sydney. Indeed there were no coherent and co-ordinated plans for Sydney at all. There were no public debates: there were no forums. The doings of the Town Hall were shrouded in mystery and if it had any particular policy the public was unaware of it. All that has changed. No better evidence of such change could be found than in this gathering today.

It has been said that "to govern is to foresee". "To foresee" is to see beforehand; to see into the future; to make provision for. I ask you to think about this for a minute or two. "To make provision for", for what? For that which one believes will happen and for that which one hopes will happen. To succeed in the former an alderman is expected to possess all the prescience of a soothsayer while not being granted the licence habitually accorded to persons of that particular calling. Even the humblest soothsayer is in a much stronger position than are the aldermen of the Sydney City Council. Let me explain this. You will all remember that celebrated day in ancient Rome when a funny thing happened on the way to another sort of forum. On that day the soothsayer, with what one might describe as deadly accuracy, warned Caesar to beware the ides of March. Caesar ignored him. Imagine how differently things would have turned out if Artemidorus had said, "Beware Pitt Street; have an eye to Castlereagh Street; come not near George Street; take heed of Phillip Street; Macquarie Street loves thee not". The chances are that Caesar, being the sort of chap he was, would either have told him to jump in the Tiber or, more probably, would have launched into a lengthy explanation of *his* plans for Pitt Street, Castlereagh Street and Macquarie Street, and the proposed pedestrian precinct in Martin Place.

Here in a nutshell is the planner's problem. His foresight, if it is to convince the public, must be a projection based on a careful analysis of hindsight. The planner can only assume that certain things will happen because certain things have happened. Who really can say what Sydney will be like 100 years from now? 50 years from now? Nobody. 25 years from now? Yes, this is easier but it is still difficult, it is still not certain.

But notwithstanding the difficulty it is our duty to say what we think it should be like and plan so as to bring that state of affairs into existence.

We have another problem: Communication. It is essential to the acceptance of any policy that it be explained to the public. The problem is how.

We had an example only last Sunday when a writer in a Sunday newspaper devoted a good deal of space to criticising the City Council for signing the contract for the new Town Hall administration building without, so he said, giving the community a chance to comment before it was too late. In fact, the proposed building was first announced in the press with big headlines and detailed illustrations as long ago as March, 1971, namely over 18 months prior to the signing of the contract. A scale model was put on show both in the Town Hall, on television and at exhibitions arranged throughout the city. Large drawings have been displayed at the entrance to the Town Hall and have been viewed nightly by thousands of concert goers. During this time not one word of unfavourable comment was heard. Yet our friend who writes for the papers but apparently does not read them asks, why should the community not have a chance to comment before rather than after these decisions are made? The answer is: They *should* and they *have*.

I mention this episode not because this sort of thing is any novelty to those of us who are in positions of authority, but merely to emphasise the importance of this Forum in bringing to the public's notice those things which we intend to do. The City Council under civic reform is dedicated to the idea of bringing its proposed actions directly before the public, as we are doing today, discussing them with the public, taking note of public opinion and acting accordingly.

I therefore congratulate my colleagues on the Council for their initiative in arranging today's Forum, which will consider matters of great importance to the future of Sydney.

There is no doubt that our new and tremendously exciting concept for Martin Place will probably receive the lion's share of publicity, simply because Martin Place is Martin Place and because our proposals for it are about the best thing which has happened to Sydney since the arrival of Governor Phillip. There are nevertheless many other matters for discussion today which are of great importance and which deserve the widest public interest. This I hope they will get.

On behalf of the Council I now declare this Action Planning Forum open and invite my colleagues, Alderman Leo Port, Alderman Andrew Briger and Alderman Barry Lewis, to chair the several sections of the forum as set out in your programmes.

ALDERMAN LEO PORT

Actually, my Lord Mayor, what Caesar replied to the soothsayer was: 'He is a dreamer, let us leave him', and perhaps there are some dreamers here today. Also, Buckminster Fuller in his operating manual for spaceship earth said: Planners particularly, though rated as specialists, have a little wider focus than do the other professions. Also, as human beings they often battle the narrow views of specialists, in particular their patrons the politicians, financial and other legal but no longer comprehensively effective heirs to the great pirates. This is really what it's all about. We started this program a few years ago, a few short years ago, the Strategic Plan was adopted by the Council in the middle of last year, the City Council since then has instigated 27 action plans of which 16 will be shown here in some detail and shown by 13 Project Directors. We will have an address by the City Planner, by the Chief Planning Officer and his team; Alderman Andrew Briger, who is Council's Liaison with the planning team, and of course you are subjected to me at the moment. And let me say, this is such a team that when last minute calamity occurs, such as I unfortunately have to announce that Doug Daines who is project director for a number of these action plans has had a death of a close relative — Michael Llewellyn-Smith, the Chief Planning Officer, is taking over, just like this, and Michael will be presenting Doug's plans. So the program today is as follows — we have four sessions — the first session which has just started of course will go on hopefully until 11.05 and there will be a coffee break until 11.30.

The next session 11.30 to 12.30 — Session 3, 1.50 to 3.25 — Session 4, 3.45 to 4.55.

This morning in Session 1 you will hear five people giving an outline of five action plans. At the end there will be question time of about 15-20 minutes and I say at the outset, ladies and gentlemen, don't expect that this question and answer time will be either conclusive or all embracing; it can't be in that short time. All we're looking for is that we present to you an indication of our action planning; what work has been done and the methods used in tackling it. We do urge you to submit any comment, criticism, approbation or anything you care to commit to writing and send it to the Chief City Planner at the Town Hall. Send it to the Town Clerk, send it to Andrew Briger, send it to me. I'm sure my Lord Mayor will not mind receiving comments — it will all be channelled to the people interested and the more people read your comments, the better. This is what we hope this planning will be about — the Project Directors have been on the job for various periods — they have reached certain outline conclusions, certain research has been carried out and I am sure you will find their frank explanations up to this stage of interest. The first person to give you an introduction to these consultants is Ald. Andrew Briger, with whom I have worked very closely — people think too closely — for the last 5 years, and he is a completely dedicated man who has put an enormous amount of work and faith into the whole of this project. We will now have five Project Directors, commencing with Darrel Conybeare, who will present his project on Kings Cross.

ALDERMAN ANDREW
BRIGER

My Lord Mayor, Aldermanic colleagues, ladies and gentlemen: First may I warmly welcome you all here today, and especially those of you who have come from interstate since we have a number of visitors from Melbourne, Adelaide and Canberra. I would also like to welcome representatives of the various authorities, public and private organisations and civic groups who, collectively, play such an important part in the life and the development of our city. May I briefly explain the basic purpose of today's Forum. The Strategic Plan for the City of Sydney is a comprehensive document of intent — it sets out the broad guidelines on which the future development of the city can be evolved. It was always intended that it should proceed from the general to the particular. Firstly by the definition of basic objectives and the gaining of public support to a set of broad policies, followed by action to interpret and implement those policies, year by year, in practical and in specific detail in accordance with — and I emphasise this point — realistic priorities. Since the adoption of the Strategic Plan some 16 months ago the City Council has launched into a vigorous program of action planning, collectively, these action plans are the venue by which the recommendations of the Strategic Plan are to be implemented. The first steps of course were the adoptions in December last year of the Floor Space Ratio Code and the Parking Code. Today, for the first time in its history, the City Council is to conduct a Forum which is to be in the nature of a "progress report", so that we can present and explain the work that has been carried out to date. There is still a great deal more to do but we felt that at this stage it was imperative that we should explain to you and to the citizens of Sydney the work which we are now engaged upon. Shortage of time per force, makes these reports somewhat condensed. We are not able as much as we would like, to give you an account of all the action plans that we have undertaken. Ald. Port has already listed some 16 action plans which we will be discussing today. It is right that I should mention those which we will not be discussing. The first is the William Street Boulevard Action Plan, which has been undertaken by consultants, Bruce McKenzie and Associates with Project Director Mr Bruce McKenzie in charge of that project. The extension of the Wynyard Pedestrian Network which is already an action plan adopted by Council and carried out by McConnel, Smith and Johnson on behalf of Urban Systems Corporation in association with McConnel, Smith and Johnson and W. D. Scott and Company. The Project Director for this Action Plan was Mr Peter Keys. Car Parking Stations on the Western Perimeter of the Central Business District — Urban Systems Corporation, McConnel, Smith and Johnson, and W. D. Scott and Company, the Project Director for that particular project was Mr Peter Casey. Information Systems — W. D. Scott and

Company — Project Director, Mr Roger Fortescue. Detailed Residential Development Control Code, Urban Systems Corporation — Project Director, Mr Ingham. To these five I have to add a further five action plans which are being undertaken by our Council officers. Under the direction of Mr Daines, the Principal Operations Planning Officer, and these are as follows: Garden Island, City Boulevards, Urban Design Controls, Heights of Buildings Control Map, and the Action Plan for South Paddington. One of the recommendations contained in the Strategic Plan called for the restructuring of the Planning Department within the City Council. This work has now been largely completed and the new City Planning and Building Department is fully operative under the City Planner, Mr John Doran, whom you will hear later on today. Our Planning Section is under our new Chief Planning Officer, Mr Michael Llewellyn-Smith, assisted by a highly qualified staff which we plan to increase progressively as the need arises.

And now, ladies and gentlemen, I hand you over to our Chairman of our first session, Ald. Leo Port. Ald. Port has the distinction of being the first alderman of the City Council to be appointed to the State Planning Authority. In the past this appointment has been filled by the Lord Mayor. It is the policy of Civic Reform to appoint a member of the aldermanic team to the SPA. I think that Ald. Port's contribution not only to the City but to planning generally on the SPA is well known to you. He is also the chairman of the Martin Place Sub Committee of which Ald. Shehadie and I are the other members. You will of course have heard about this project and you will hear more later on in this session. Finally, Leo helped me enormously in the initiation of the Strategic Plan.

Thank you Ladies and Gentlemen.

ALDERMAN LEO PORT

We will now have five Project Directors, commencing with Darrel Conybeare of Urban Systems Corporation, the Project Director for the Kings Cross Action Plan.

M R D A R R E L
CONYBEARE — URBAN
SYSTEMS CORPORA-
TION PTY LTD,
PROJECT DIRECTOR
FOR KINGS CROSS
PRECINCT

Kings Cross is essentially the meeting place in the City of Sydney. It is a place of the City's and the State's most important entertainment centre, the home of some 5,250 souls. It is also a working place for the people who support that entertainment centre.

In the City of Sydney Strategic Plan, the conceptual scheme of the urban form of the City of Sydney envisaged a north-south spine running from Circular Quay to Central Railway. Kings Cross was envisaged as a bulge of the east-west access which runs along William Street. A pedestrian network focused on the railway stations in the central city and oriented also around the unique places in the city structure was responsible for some of the initial planning concepts and ideas in the City of Sydney Strategic Plan, upon which the action plan for Kings Cross itself is now placed. Kings Cross corresponds roughly with the 2C zone of the prescribed scheme for the City of Sydney — an area constituting some 48 acres. The 2C zone allows a mixture of uses along with residential, commercial and entertainment uses and there are very few places in the city where this kind of activity, a mixture of residential and commercial exists and it makes it a unique 48 acres of the City's environment.

The SPA and the City Council envisaged a Height Control restriction in this 2C zone to the form of buildings that are structuring the Darlinghurst Ridge, which gives Kings Cross its imageable quality from the City. As we look at Kings Cross from the Art Gallery, one sees from the Kingsgate all the way down the form of this ridge and it is the separateness and identity of the ridge which helps to create the special place up there on the hill.

As I said before, it is the centre of the nation's most important entertainment centre — it provides in this 48 acres 14 public hotels, 45 private hotels, 24 motels, 96 restaurants, at least 4 nightclubs, 8 cafes, a theatre, a cinema, a waxworks and these only the above-ground activities. There are other below-ground activities which we are still seeking out.

The actual form of that entertainment centre is illustrated in this diagram on the right and we have listed all of these places of entertainment with a view to finding out just how it works, just how many bedrooms are there, what do people do in the Cross, when they've had a meal: do they window shop, do they go to some other place, do they have parking problems? We want to do a survey which covers the people, not only the proprietors of these businesses, but the people who are the users of this entertainment precinct.

I would like at this point in attempting to define the nature of Kings Cross to just quote from one of the people who have lived there and knows the place a lot better than I do. When asked what he thought Kings Cross needed most, he said, "To retain its individuality, its quiet unexpectedness, its glamour, its sense of art and life and satisfactory human relationships. Its chief importance is its ability to offer freedom to think independently and its power to sense people's needs and moods of deep communication. It is essentially the heart of Australia, and the word gaiety only describes part of its emotional life. Every effort must be made to prevent it being changed much by large scale redevelopment."

People who live in Kings Cross have the opportunity of living in a very diverse form of residential from small apartments, some fairly expensive dwellings, and I think it's important that we bear in mind that a central city area like this ought to have a fair proportion of the accommodations for single people. It isn't current Council policy to be looking in this direction and it is my belief as a Planner that Kings Cross probably needs to have a lot more of the kind of accommodation offered for this single person. The sense of the residential quality of the area is apparent in all the small side streets. One can get a sense of its unique charm as you move around.

In a historical survey of the area we have established the early Land Grant pattern which structured the ridge on Darlinghurst Road and Macleay Street in about the 1830s and the great mills which milled the early produce of the colony. It also gave identity and form to that Darlinghurst Ridge. We have looked at amalgamations of land and it is a current pattern of land use. The prices of land, land which is currently fetching up to \$200 a foot on Darlinghurst Road, prices which seem to be speculative, seem to be prices which are looking possibly more to office development which would be a total disaster in an area as fragile as Kings Cross with its special character. We have looked at the flow of traffic in the area and the quantity of parking. There are 2,300 parking spaces kerbside and off-street within walking distance of Fitzroy Gardens in the evening. We are also looking at the general problem of traffic congestion along Macleay Street and Greenknowe Avenue when the tunnel is opened, and through traffic to the Eastern Suburbs is carried underground through the hill.

We have looked at topography, at the form of the City without any roads on it, and one can see in the diagram on the right the prominence of Darlinghurst Ridge as it overlooks the Woollloomooloo Valley and the Paddington and Rushcutters Bay area. We have studied the effect of the seasonal change — this is Victoria Street in the summer and the winter to get a sense of the tremendous value of street trees in this area and their importance to the visual quality. The street trees have all been visually mapped in the diagram here on the right, and on the left the pedestrian pavements have been measured to within a few inches and are illustrated there on the left. We have also looked at the whole Council environment, the public environment — some thoughts about which

you will hear later on in another action plan. But this is the Council web of control of land in Kings Cross and we have mapped on a fairly fine scale all of the parking stations, all of the fire hydrants, litter bins, everything in the environment in Kings Cross has been carefully mapped so that we can begin to look at possible improvements that may take place. We have also looked at the structure of relatively permanent buildings in Kings Cross, including buildings and some of the old block-buster flats which were built in the 40s which give a very definite form to the shape of Kings Cross today. Also, the population pyramid on the bottom of the right diagram shows the inversion pyramid typical of inner city urban areas — very few children, large numbers of people in their 20s, falling off again and bulging again at the middle age and a tremendous number at the age of 70 living in this area, compared to the metropolitan area above on the right and to the general fall of population in the diagram on the left, from 1947 to 1971. This is an area slightly larger than Kings Cross comparing for statistical purposes that shows the actual population decline. We have lost 1200 people in the last five years.

Well, to find out a bit more about people we have conducted a survey in which we sent a residential and commercial questionnaire to 5,000 people living in Kings Cross and also to 750 businesses. Replies to that survey have been very good. We have had about 500 returned, some 10% and the immense value of that to the planning exercise will become apparent as we do the detailed analysis of those surveys. But the problems are the same, in a sense. You know you hear the complaints about garbage in the streets, inadequate space, about the crass commercialism, the insensitive development, the development that doesn't help to build the streets of Kings Cross in a sensitive way, the changes that gradually take over residential areas, the loss of this unique quality that Kings Cross has — its very special sense of place in the old buildings.

Just a brief look at the physical form of the area. The great natural form of the cliff of Kings Cross isolates it from the rest of the urban environment, creating quite different points of interest, both natural and manmade. Because the roads of Kings Cross don't connect it to its surrounding areas — it possibly shouldn't — Kings Cross is isolated and probably should remain so, so that one has on this ridge a sense of over view across the surrounding valleys to the eastern side of the city. We are looking here over Woolloomooloo towards the Domain from this elevated ground, and within the spine itself, as you leave Kings Cross, you come into the very definite entry point of Darlinghurst Road, at one end, Macleay Street at the other and I don't have Greenknowe Avenue, but you arrive at the sort of central focus of Kings Cross — Fitzroy Gardens, which is the pivot of the whole community and the coming together of these two ridge top roads.

Off from that spine, some very definite and special civic places have emerged and are sort of plugged into the spine in a sense, and in these side streets a special character has emerged, off the main spine as you walk down the pedestrian ways. It is this sense of contrast which is terribly important in Kings Cross, between the leafy, broad boulevardes and some of the narrow lanes which are not so full of trees.

The possibilities are endless for making improvements. One can take a typical cul-de-sac street off that spine and in the diagram on the left is shown a before and after indication of how simply by planting trees where there are concrete kerbs, to prevent parking by shortening the pedestrian crossing and introducing more trees, a whole change in the environment can occur at typical points all the way along that spine. In the same way the walkways that connect Kings Cross to Elizabeth Bay can be improved. New paving, lights, handrails, things that would help people from Elizabeth Bay up into Kings Cross and to use it more as their centre.

We have put all the comments of the residents and all of our own particular comments on a couple of maps and diagrams but I'm going to run over time if I go into all of those. Quite obviously from the point of view of the opportunities in Kings Cross with the new tunnel and the new railway station and pedestrian network there are immense opportunities to do things which will provide a more coherent urban structure to improve Kings Cross and that has been illustrated on the diagram on the left there.

We have looked at some of the particular parts of the area of Darlinghurst Road, for example, the different segments of it and Bayswater Road, which will become a less important area when the tunnel opens. Along the length of this street, different sorts of activity can happen. It can be a wider entertainment precinct in some parts, it can be leafier and shadier in others. As you move down Macleay Street it is a street with definite character.

We are looking at it in terms of super blocks, gathering together of smaller blocks and we would like to see a way of organising some of these smaller fragmented areas into larger, coherent entities. If we look at the possibility of what might happen there in terms of just a sketch here of accepting the entertainment function, with the possibility of overpass at second level commercial, it has to be reinforced, it has to be emphasised in some way, as having that character.

The streets in Kings Cross retaining the street trees, retaining the sense of scale of development beside those streets as a low scale, and keeping anything that is high and likely to cast shadows and to reduce that human scale away from the streets. This is important in Kings Cross. Finally the possibility of the quiet cul-de-sac streets and byways in Kings Cross of that main spine being reinforced in the future for more residential use, turning them into parks perhaps, or in solving the parking problem being able to use some of this Council owned land in a more positive way.

Thank you very much.

ALDERMAN LEO PORT

Thank you Darrel Conybeare.

The remaining four Action Plans being explained will plug into Kings Cross the same as Darrel's little side streets are plugged into the spine. Darlinghurst is next, then Oxford Street, then Woolloomooloo, then transportation of that eastern sector.

To talk about Darlinghurst is Steve Wanat of UDPA.

MR STEVE WANAT —
UDPA PLANNERS.
PROJECT DIRECTOR
FOR DARLINGHURST
AND TAYLOR SQUARE
PRECINCT

Thank you Alderman Port.

Could I have the lights please and go straight in to the slides? I'm concerned with Darlinghurst which is immediately south of Kings Cross. It's a much larger area than Kings Cross. Actually it's three precincts: the B7, B8 and B9 precincts of Darlinghurst, Taylor Square, and Rushcutters Bay, each with its unique set of problems. First slide please.

This is Darlinghurst looking from Kings Cross down Victoria Street. This area is not as interesting and lively as is Kings Cross. However, an extension of Kings Cross has always come down both Darlinghurst Road and Victoria Street. Along both streets are nodes of activity, including restaurants, coffee shops and so forth, but this part of Darlinghurst is basically a residential area. The new motel in the slide lives in combination with all sorts of uses: warehouses, taxi depots, old terrace houses. In places the surrounding area looks just like Paddington. The boundaries of the area we are concerned with are: to the west Bourke Street and the alignment of the new Eastern Distributor; to the north the William Street Action area and the new Kings Cross tunnel; to the east Boundary Street and Neild Avenue; and to the south Oxford Street. It's a very large area. This slide shows the built form of the place. You can see down towards the bottom of the picture the predominance of the institutions. There is a park right in the middle, Green Park, with the rather larger buildings of St Vincents Hospital and East Sydney Tech on either side. There is a fine grain of a mixture of terrace houses, apartment buildings of all sorts, and as you go further north, you see in the middle of the upper left hand corner of the slide a series of sheds which are old warehouses and taxi depots. Then we have a series of terrace buildings again and then in the north-east is the industrial area, zoned 4b Industrial at the present time. This area is one of the particular problems facing us.

We have tried to look at the study area from all vantage points. These photos have been taken from the top of Kingsgate. In the distance we see St Vincents Hospital with its new buildings, and further east we see the terrace house atmosphere of a good deal of Darlinghurst as it joins into Paddington. To the west we see Victoria Street and the Travelodge. There is a noticeable absence of greenness in the whole area. A large portion of the area is terrace houses although they have been converted to boarding houses, as we have found out. Along the Darlinghurst ridge, we have a series of rather larger buildings and if things happen according to some developers' plans, huge buildings will be going up here.

In addition to the built form, we have looked at the natural features of the area. The centre of the area does sit up on a ridge which is part of the Kings Cross and Potts Point ridge. It falls off on either side to the east and west. We made a model to study the physical attributes of the area. If I could bring up something that Ald. Port pointed out earlier: the possibility of planners and politicians being at odds, the Palisades Proposal becomes a case in point. The Palisades Development has been approved in principle by the City Council and the SPA at an 8:1 plot ratio, allowing residential flat buildings which will roughly be twice the height of Kingsgate. We feel that this is something we are very leery about and would not recommend. It's up to the Minister to determine this issue and I would suggest that he hold off his decision until the outcome of the action planning process is known.

We have had a look at land use; basically everybody looks at land use in a planning exercise. One can see in this slide the yellow coloured area to the south is institutional, the sort of purple to the east is industrial and the rest is residential. Particularly along Victoria Street we do have a mixture of things, including an Indonesian restaurant. In other places particularly on the west and east extremities of the planning area at the present time we have terrace houses, some of them being re-done at the present time and it looks like a little part of Paddington in many ways. In time I think some of these houses will be worth quite a bit of money. We have a number of fairly historic buildings: the old jail which is now East Sydney Technical College, Darlinghurst Courthouse, St Johns Church, etc.

We have had a look at the whole area and its relationship to Kings Cross to the north. The diagram on the right shows a proposed loop boulevard. We feel that the Darlinghurst Road and Victoria Street alignments form a triangle of rather intensive activity in Darlinghurst which can feed into Victoria Street, Darlinghurst Road and Macleay Street in Kings Cross. Fitzroy Gardens in Kings Cross and Green Park in Darlinghurst can act as green resting areas defining the ends of these double triangles. The areas in between these parks within the double triangle can be a great hub of activity. Presently in Darlinghurst there are a great number of community facilities bounded by Victoria Street and Darlinghurst Road including churches and places of assembly. There is also a great mixture of shops and related facilities.

Turning to the demographic studies of the area, we now have a slide illustrating population changes. It is unfortunate that the census districts never line up entirely with the planning areas. We have to include a bit outside our area in order to get a means of comparison as to what has

happened with the population over the years. The population has been going down as you can see from 9,300 in 1954 to 6,800 in 1971. But this isn't as great a decrease as happened in some other surrounding areas. In fact some sub areas within the action plan area have been picking up population recently. The area in the middle of Darlinghurst without any massive reconstruction efforts has gained population.

We had a very detailed look at the population in the area to find out what kind of people live there, and to try and find out what the function of this area is in terms of the people that it houses. We have made some comparisons with the Sydney Metropolitan Area, and with the whole of Fitzroy Ward. We found that in this area, as in all inner-city areas, you have a small number of children and a large number of middle aged and old people. As we went into more detail we had a look at population pyramids and tried to compare them in this area between 1961 and 1966. There hasn't been much change. There have been more middle aged males coming into the place. This area is very much a boarding house zone for middle aged males who have no families. The population pyramids also show a bulge on the right (female side). These are the nurses associated with the hospitals who live nearby. Population pyramids on this slide compare the Sydney Statistical Division in yellow with Darlinghurst/Taylor Square in black. There are next to no children in Darlinghurst compared with the average of the Sydney Statistical Division Area. There is also a greater predominance of middle aged and older people in Darlinghurst which is to be expected in this sort of area.

So we do have particular problems in this area. We have broken these statistics up into sub precincts. The nurses definitely show up in the St Vincents Hospital sub precinct. We found precincts where one finds a lot of middle aged people in boarding houses. There are middle aged men living in terrace houses which have been converted into boarding houses. Only in the areas further over to the west and down to the south do you have more of a normal family type structure in the population. These areas comprise terrace type housing where people are living as families. The houses haven't been broken up into boarding houses. The male and female ratio is highly imbalanced toward the male side except in the sub area around the hospitals. Therefore it's a place where a lot of single working men tend to live. The dependency ratio is very low, much lower than it is in the average Sydney area. This means there are very few people, relatively speaking, who are not dependent, i.e. people who don't work.

In looking at the housing stock of the area, we can see compared with the Sydney Metropolitan Area that there is very little in the way of private housing as such. There is a great deal in terms of apartment unit accommodation in the area. There is also a great deal of "other private accommodation" which basically means boarding houses.

We have also had a look at population density, land values, property sales but we can't get through all these in the limited time available. We had a look at what people are paying for land, and they are definitely speculating. There hasn't been much building activity but there have been a lot of property sales in this area.

We have had a look at the road network and traffic controls and we have found out that a number of things that the Strategic Plan tried to point up in terms of getting through traffic off Victoria Street and Darlinghurst Road is very difficult to do, if not impossible. This slide shows the traffic volumes running through the area. A number plate cordon survey has been done; it has been put through a computer and the slide illustrates the existing traffic situation which results. Blue is local and black is through traffic.

The next slide shows the desire lines of people moving through this area. There will always be traffic through this area. Liverpool and Burton Streets form the east-west corridor which feeds into Paddington while Victoria Street and Darlinghurst Road form the north-south corridor. The utility services have been mapped out so we won't close off streets and build buildings over areas that can't afford to have their services moved.

This slide shows a rather minor problem next to the Thompson Street Sydney County Council station which a lot of people complain about in the area. This vacant site could be cleaned up tomorrow. I wish someone would do it. This unsightly site is right across the street from an area of terrace houses which have recently been renovated.

In summing up, I show this plan called planning parameters. We show the proposed loop boulevard which hooks up into Kings Cross. We try to indicate that some streets could be closed, such as Hardie Street which leads right into Green Park. Some of the pressures that are coming from the institutions will cause problems: the hospital is growing and pushing into adjacent residential land and the Church of England Girls Grammar School is expanding. The lightly coloured tone shows the area that the Council wants to suspend from the planning scheme in order to accommodate the Palisades Proposals. The old historic buildings are also indicated on the map.

That is basically what I've got to say. There are going to be problems in this area as it develops. Among the most serious problems will be moving people out who currently live here. These people live here for particular sorts of reasons: they haven't very much money, they're single, they don't have families and so forth. They are the socially disadvantaged. Redevelopment into more trendy accommodation will of necessity knock these people out. This is a great social problem — we will have to do something about it. I hope we get some answers in the future.

ALDERMAN LEO PORT

Lights please. Our next project director to speak about Oxford Street, is David Briggs of DPRA. Have you also got slides? (Yes Mr Chairman.) Right. Lights down please.

MR DAVID BRIGGS —
DEVELOPMENT
PLANNING AND
RESEARCH ASSOCI-
ATES, PROJECT
DIRECTOR FOR
OXFORD STREET
PRECINCT

Mr. Chairman, Ladies and Gentlemen — I am representing Development Planning & Research Associates, my firm's project is the Action Plan for the Oxford Street Precinct.

The Oxford Street Precinct is a transitional area where the commercial and industrial activities of the Central Business District merge into the residential districts of Surry Hills, East Sydney and Paddington. People live in the Precinct, work and seek services and recreation. The precinct's mixture of land uses presents a lively picture by day and by night.

Land uses within the Precinct fall into four groups:

- Local services and recreation
- Residential
- Government
- Manufacturing and City Services

Land uses in the local services and recreation group are concentrated along Oxford Street, Crown Street and south of Oxford Street. Residential uses are spread throughout the Precinct but the largest concentrations comprise the remnants of the former Riley Estate. Government uses are clustered in the south-west of the Precinct. The manufacturing and city services group have a wide distribution with major concentrations along Wentworth Avenue, College Street and Liverpool Street.

Local Services and Recreation:

This group comprises four land use categories — convenience shops and personal service establishments, with an estimated total floor space of 130,000 sq. ft. gross; comparison shops, 120,000 sq. ft. gross; places for social meeting and entertainment, 136,000 sq. ft. gross; financial, real estate and professional services, 79,000 sq. ft. gross.

Places of entertainment include pubs, restaurants, a convention centre, night clubs, and private clubs (many forming ethnic community centres), boxing gymnasias and hotel lounges.

Residential:

Includes houses, hotels, motels, hostels and boarding houses; home units, flats; and churches and open space. Estimated gross building floorspace of these categories is 101,000 sq. ft., 277,000 sq. ft., 86,000 sq. ft. and 18,000 sq. ft. respectively.

Areas of houses are fragmented and interspersed with commercial uses. The cluster of houses in the Burton Street area forms a southern outlier of the residential area of East Sydney. Those in and around Goulburn and Denham Streets are northern outliers of residential Surry Hills.

Hotels in the Precinct are probably more important as places of entertainment than as accommodation. The two major hotels, however, (Hyde Park Plaza, 74 units, Koala Motor Inn, 350 units) both rate for accommodation. The Oxford Street area contains a hostel and a number of boarding houses providing cheap accommodation which is close to the city and to public transport. The same locational criteria must influence the growing number of motel-type units in the Precinct.

Home units tend to provide rental accommodation for a fairly transient population — including perhaps immigrant families.

The Albert Sloss recreation and play area is the only open space in the Precinct. It provides a sitting area in a grassed and shrub setting, and under-cover play equipment for children.

Government:

Commonwealth, State and Utility uses, estimated floorspace totals 350,000 sq. ft.

Manufacturing and City Services:

Clothing manufacture has been an important land use in Oxford Street Precinct for some fifty years. The area of floorspace and the location of these activities appear to have changed little in that time. Locational factors influencing firms in the Precinct are those that influence clothing and allied firms in similar locations next to the CBD.

Clothing and allied firms within the Precinct lie close to rail and bus transport and adjoin Surry Hills which has traditionally been the home of many clothing workers and more recently has become the centre of manufacture. These firms occupy an estimated 530,000 sq. ft. of gross building floorspace.

Automotive uses in the Oxford Street Precinct form part of the City's car, motorcycle and commercial vehicles sales and service district which adjoins the eastern flank of the CBD — stretching from Woolloomooloo, through Darlinghurst and East Sydney to Surry Hills. The estimated building floorspace occupied by these uses is 170,000 sq. ft. gross.

Printing and allied trades form the major manufacturing activities as would be expected for a Precinct on the fringes of the CBD. Firms engaged in light industrial processes are also well represented, for example the manufacture of pharmaceutical, records, cassettes and public address systems.

With its close proximity to Central Station and the CBD and being within easy reach of the airport and docks, Oxford Street Precinct has attracted a number of transport services. Ansett Airlines have their city air passenger terminal and a freight office located in Oxford Square; a depot handling TAA air freight lies close by. Two private long-distance bus depots are also located in the Precinct; one associated with the Ansett terminal, the other fronting Wentworth Avenue.

People:

It seems likely that people shopping, visiting banks or seeking professional advice live or work in, or fairly close to the Precinct. Residents of East Sydney and Surry Hills probably look to Oxford Street for much of their shopping needs; the more specialised shops perhaps attract people from further afield.

As with the Precinct's shops the hotels probably attract much of their custom from people working or living in or close by the Oxford Street area. This may also hold true for the various ethnic social clubs in the Precinct, notably Greek, and Maltese, although their patronage may extend beyond the immediate communities. By contrast, patronage of the Precinct's night clubs and restaurants is probably widespread.

Although the boundaries of the Precinct do not coincide with those of Census Collectors' Districts, a broad profile of the Precinct's residents can be constructed from the 1966 Census data.

Compared to the city as a whole and to New South Wales, the C.C.D.'s had in 1966 almost twice as many men as women.

A very high proportion of people living in the C.C.D.'s in 1966 were born overseas, 49.4% compared to 32% for the city and 17% for N.S.W. United Kingdom immigrants formed the largest group followed by almost equal numbers of natives of Greece and Malta.

The presence of a large proportion of adult male residents reflected the importance of the Precinct and surrounding area as a location for rented accommodation and for boarding houses. In 1966 54% of people living in private houses were tenants and 80.4% of flat dwellers were tenants, compared to figures of 10.72% and 67.21% as averages in an Australian urban metropolitan area. Only 38.2% of private houses were owned by the occupiers compared to 53.1% for the city.

The characteristics of the population and of residential accommodation in and around Oxford Street Precinct suggest that this may be a transient area with a relatively high turnover of residents in all but the older age groups. Fluctuations in the resident population are no doubt emphasised by the Precinct's considerable hotel and motel accommodation.

Traffic:

The Precinct is located on the fringe of the CBD and between it and the Eastern and South-eastern suburbs. The major flows to and from the CBD and bypassing it on the eastern side, use streets going through or passing on the edge of the Precinct.

It is readily apparent that during peak hours, the main intersections on Oxford Street (Wentworth/College Streets, Crown Street) and at Taylor Square, are now at capacity.

Land and Buildings:

The topography of the Precinct is dominated by the Oxford Street ridge which juts out from the high ground formed by Surry Hills, Darlinghurst and Kings Cross.

Of the Precinct's total area of about 54 acres, some 40% is occupied by streets, 60% comprises development sites accommodating at present about three million gross sq. ft. of building floorspace. Floorspace ratios vary considerably within the Precinct from a low of 0.4:1 in the State Government's Brisbane Street block to highs of 4.7:1 in the block which includes the Koala Motor Inn. The average FSR for the Precinct as a whole is about 2.2:1.

Most buildings built before 1910 are below 3-storey in height and are east of Riley Street, forming fragments of the old Riley Estate. Wentworth Avenue and the north side of Oxford Street contain most of the Precinct's many buildings constructed between 1910 and 1930. Buildings dating from the period 1930-1950 are sprinkled throughout the Precinct but are comparatively few in number; these tend to be two and three-storey light industrial buildings. The Precinct contains few buildings built since 1950 and most of these are little more than six years old.

Economics:

Traditionally, Oxford Street Precinct is held to be a location for shops attracting cost-conscious customers from the Eastern suburbs. The disappearance in recent years of some of the Precinct's larger stores seems to indicate that the relative decline of uptown retail trading and the growth of suburban centres, notably Bondi Junction, has greatly affected Oxford Street's shopping role. It seems reasonable to assume that markets for the Precinct's comparison shops — except perhaps the one department store and the many furniture stores — are generally declining. However the Precinct probably continues to penetrate to a high degree the local markets.

The Precinct's many restaurants, private clubs and social clubs are probably greatly influenced by prevailing rentals in the area which appear to be relatively low. Warehouse space and space in clothing workshop buildings seems to attract rentals in the range \$1 to \$3 per sq. ft. By contrast, new office floorspace rents at \$5.50 per sq. ft.

The last valuation carried out by the Valuer-General in Oxford Street Precinct was in 1963. Highest values in 1968 were concentrated on the south side of Oxford Street at its intersections with Riley Street, Crown Street and Wentworth Avenue.

Data collected at this stage indicates that land values have undergone considerable change since 1968; values away from the frontages of Oxford Street and Wentworth Avenue for example appear to have increased by fivefold in the last four years.

The pattern of land ownership in the Precinct disclosed that almost one-third of the Precinct's total site area of 32.9 acres is owned by the three levels of government and by the Sydney City Council.

The City of Sydney Strategic Plan proposes that the Precinct should become an 'environmental' area where extraneous traffic is, as far as possible, excluded and priority given to pedestrians. The Plan foreshadowed Oxford Street becoming a boulevard, a landscaped link between Hyde Park and Moore Park; the Precinct's future role would be as a mixed commercial and residential gateway to the city from Sydney Airport and the south-east, with hotels, motels and apartments as well as some offices, and with shops, plazas, terrace restaurants, cinemas and airline terminal at lower levels.

Trends:

Development trends in the Oxford Street Precinct are indicated by the numbers of buildings which are under construction or which have received approval.

A preliminary estimate of gross floorspace now under construction or with an outstanding approval indicates that this could total 2 million sq. ft. Thus the current total of floorspace in the Precinct could rise from an estimated 3 million sq. ft. to 5 million sq. ft. in the near future. The average Precinct FSR of 2.2:1 could correspondingly rise to 3.7:1 in the same period. Of this 2 million sq. ft. some 60,000 sq. ft. is estimated to be designed to accommodate activities in the local services and recreation group (other than professional offices); this total appears to represent replacement rather than additional floorspace. Trends in retailing in the Precinct are difficult to assess at this stage of the Study. Consideration also needs to be given to the provision of community facilities and low-return places of entertainment in the face of rising land values and redevelopment expectations.

An estimated 120,000 sq. ft. gross of residential floorspace is now under construction, representing a 25% increase in the current total in this group; most of this space is designed as motel type apartments. A further 120,000 sq. ft. of hotel accommodation has been approved.

The total workforce generated by the additional 2 million sq. ft. of gross floorspace, if all of this is in fact built and occupied, could be in the region of 8000. If the current estimated workforce of 7000 remains static then there could be up to 15,000 employed in the Precinct in the foreseeable future.

The characteristics of the Precinct's resident population are probably undergoing considerable change as the swing from two-storey houses to high-rise apartments continues. It is likely that the numbers of families and old people will decline in relation to the total.

ALDERMAN LEO PORT

Thanks, David. The next action plan is the one carried out by the City Council. It will be presented by Michael Llewellyn-Smith, Chief Planning Officer, as I said because Doug Daines could not make it. It deals with Woolloomooloo.

MICHAEL LLEWELLYN-
SMITH — CHIEF
PLANNING OFFICER,
SYDNEY CITY COUNCIL

Perhaps I first should explain that my role is really one of co-ordinating the whole action planning program and Mr. Daines is responsible to me as Council's Project Director in the same way as the outside Consultants are responsible to me. This morning I'm really presenting Mr. Daines' paper on Woolloomooloo.

Woolloomooloo has a planning history which at various times has caused a great deal of reaction from many sections of the community. In the many original exhibitions of the Statutory Plan from December 1964 until June 1965 the area was designated as a comprehensive redevelopment area. But no indication was given of the proposed pattern of land use on redevelopment and many objections were lodged against the proposed rezoning. One can sympathise with owners who were affected by the comprehensive redevelopment zoning and can understand their objections because the proposal did not give any indication which would enable an assessment to be made of what exactly the future of the land was to be. In other words, the proposed zoning was really no planning at all. The fragmented ownership, along with the fact that there were no guidelines laid down to land owners, developers and other interested parties, were indications that the area would present major planning problems in the future. Pending more detailed planning proposals, the Minister for Local Government determined that the area should receive a provisional zoning as County Centre. This Statutory Zoning still did not provide any firm guidelines for development. Subsequently a redevelopment proposal was prepared by the professional planning organisation of the State Planning Authority of New South Wales on behalf of the City Council with the express purpose being to: "Stimulate ideas on the part of landowners and others and to serve as a guide in the control of Development". These proposals were submitted to the City Commissioners in June of 1969, a considerable time before the preparation of the City of Sydney Strategic Plan.

The Strategic Plan, in discussing the potential of the area, on page 89, suggests that the Woolloomooloo precinct should be "re-established as much as possible in predominantly residential uses". The Strategic Plan also stated that: "The SPA's study unfortunately failed to appreciate the relationship between suggested floor space ratios, potential workforce and transportation capacities". The Woolloomooloo area has therefore been the subject of different proposals in recent years and it is now proposed to examine the validity of the Woolloomooloo redevelopment of 1961 in the context of the Strategic Plan of 1971 and then to examine both in the light of circumstances pertaining today which may not have been foreseen in the light of either proposal, and to then set down guidelines and planning proposals to guide Council, landowners and developers in realising the full potential of Woolloomooloo which will benefit the City of Sydney as a whole.

This then is the aim of the current Action Area Plan, to be prepared by Council's own staff, as opposed to the 1969 Woolloomooloo redevelopment study which envisaged: "Redevelopment in the whole of Woolloomooloo conforming to a framework aimed at achieving an overall civic design concept and also the strategic plan which accepted the broader challenge of setting down 'the

objectives and policies which should guide and govern the systematic reshaping of the city'. "Some present this morning may be aware that it has been said that the SPA proposals have been defeated by the amalgamation of sites in excess of that which was envisaged and by the operation of the real estate market in the Woolloomooloo area. It could be claimed, however, that the SPA proposals, which by its own admission was a civic design concept, failed to achieve the public acceptance and implementation which should have resulted because it failed to realise the implications of the market, the economic factors affecting the value of land in Woolloomooloo. In the Woolloomooloo Action Plan, and indeed for every Action Plan being prepared, there will be a public participation program, the objectives of this will be to firstly assess the existing problems as seen by the existing landowners, residents, businessmen, developers and interested community groups and elected representatives. Secondly, to assess their opinions and views as to the desirable future development of the precinct. Although these may initially seem to be fairly limited objectives, if they can be satisfied then the planning proposals will have a reasonable chance of obtaining significant public acceptance and therefore could be implemented. But without public acceptance there is little chance of implementation. As the Strategic Plan points out and I quote again: "The SPA study envisaged the resident population of 10,000 and a workforce of 45,000 which could be accommodated in an average commercial floor space ratio of 3.5. The suggested basic floor space ratio of 5 could accommodate a workforce of 50,000 to 55,000. The granting of consents at an average of 12 could accommodate 125,000 to 130,000. A workforce as high as 35,000 would attract 8,000 commuter and visitor cars and still leave 25,000 workers to travel by bus and rail and this would require enlargement of currently envisaged transport facilities."

The problem is aggravated because current envisaged transport facilities are not yet in existence but development applications are considered only in terms of the statutory zoning. This whole situation exemplifies the fact that the statutory planning process is not able to satisfy needs of a dynamic and rapidly changing situation and provide the flexibility necessary in the planning process.

You therefore have a situation where Council cannot reasonably withhold its consent and give as its reason that adequate transport facilities are not in existence. And yet it is quite clear that if the Woolloomooloo area is redeveloped to the intensity of the SPA proposals there would be a chaotic traffic situation. The Council has engaged planning consultants to advise on transportation planning for Eastern District B (and Mr. Peter Casey will be giving his paper as the last one of this session) together with the expertise of Council's own planners and engineers, the result should be that the problem of movement of people and goods will be the subject of proper strategy and will be reflected in the ultimate proposals. In terms of the civic design aspects of the action plan, The Central Urban Committee of the RAlA has indicated willingness to assist and advise the architects of Council's own staff.

It is therefore considered that Council has access to sufficient expertise to attack the problem of planning Woolloomooloo and in particular those aspects which have given rise to criticism in previous studies. Other than researching background material, there has not really been any significant work carried out on the planning of Woolloomooloo to date.

The major work will commence in May 1973 in accordance with our overall program; however, there are some basic objectives which we would like to put forward. The whole planning activity is currently occurring within the objectives and strategies of the City of Sydney Strategic Plan — Action priority 14A states: "Preserve and enhance harbour views, emphasise the city's natural topography and protect and enhance the drama of the city skyline by encouraging the tallest buildings along the ridges and controlling the heights of buildings on slopes and valleys, leading to the harbour". The Natural basin of Woolloomooloo is cut by the major traffic artery of William Street, which, in a sense, is an artificial barrier and in fact becomes the southern boundary of the precinct along which high buildings have been erected. The Precinct is in close proximity to the harbour and the domain and these provide opportunities for recreation. It does appear that the present residents do not use these areas a great deal. The wharves and cranes also have a major visual impact on the areas, particularly the cranes. The Eastern Suburbs Railway also has a major visual impact in terms of the viaduct and it will be necessary to monitor the noise levels caused by the rolling stock and to assess just what effect that will have on adjacent lands.

In conclusion, I should like to say that in the applying of Woolloomooloo over recent years, leads one to sympathise with the decision makers, public and private who have been confronted with a considerable amount of conflicting advice. It is hoped that the current action plan will provide wide public and professional acceptance and provide solutions to the problems within the established objectives and policies, the future role of Woolloomooloo can then be identified and easily interpreted by all those involved in the area, now and in the future.

ALDERMAN LEO PORT

The last four speakers have spoken of action plans for Kings Cross, Darlinghurst, Oxford Street and Woolloomooloo.

The next speaker, Peter Casey of Urban Systems Corporation will speak about the Transportation Action Plan which deals with the traffic implications and I think I should add here that in the previous plans to which reference has been made, such as the Woolloomooloo study by the SPA and possibly later on somebody will speak about the Sydney Region Outline Plan, the considerations given in the actual research and study of the transportation implications were not as great as these are. In our proposing of action plans and the carrying out of action plans as recommended in the Strategic Plan, transportation has been taken as an intricate part of planning to a far greater extent than it has been in the past in the City of Sydney.

MR. PETER CASEY —
URBAN SYSTEMS
CORPORATION.
PROJECT DIRECTOR
FOR TRANSPORT-
ATION

Alderman Port, Mr. Chairman, ladies and gentlemen: The area under review is the area defined by my colleagues, that is basically Kings Cross, Darlinghurst, Taylor Square, Woolloomooloo and also the area of Surry Hills which will be under review in the next session. My aim as Alderman Port has indicated is to act as an intermediary between the various Project Planners and the Sydney Area Transportation Study to ensure that the transportation elements of the various action plans fit together with each other and with the aims of the State Government Authorities.

As the various project directors have indicated, there are significant parts in the eastern areas of Sydney which are obsolescent and which can either be reasonably easily restored and in some cases redeveloped. There are major road and rail projects that will vitally affect this district now under construction, and others are planned by the state authorities for the medium to long term. It is now most important to examine the likely impact of these and to carry out a comprehensive study combining land use, transportation and parking both within the immediate area under review and to a lesser extent in the adjacent areas within the City of Sydney and within the neighbouring suburbs. Guidelines for future planning of this district have been presented in the City of Sydney Strategic Plan. They are too numerous to elaborate on here, but most of these guidelines will be dealt with in some detail during the formulation of this plan. One objective of the plan is to test the validity of the guidelines. The work will require an input from the Sydney Area Transportation Study and also from the various action plan directors.

The task is divided into five major components — these are parking, public transport, road traffic, pedestrian facilities and land use and development. Touching on car parking, which is one aspect over which Council has very direct control, we see that within this district car parking stations can be provided for a number of purposes. As part of the Strategic Plan we indicate that there is a need to provide some perimeter car parking on the eastern and western flanks to serve the City of Sydney. We envisaged that most of it would be required on the western flank. However, we recognise that some will be required on the eastern flank and are investigating just how much. In addition we are seeking to provide car parking if required to serve the William Street precinct and more importantly the Kings Cross Precinct. Speaker Darrell Conybeare indicated to you quite forcibly with his slides the extent of car parking that is required to serve residents and visitors alike to the Kings Cross area.

In addition, we anticipate we may need some extensive car parking for the Woolloomooloo precinct. However, this will be carried out in conjunction with Mr. Daines and this has been outlined by speaker Mr. Llewellyn-Smith. At this stage we have come to the conclusion that a major car park will be needed over the Kings Cross tunnels. We haven't finalised how much parking should be provided nor the extent to which it should be made available to commuters to the area and the extent to which it should be made available to visitors and possibly residents of the area. Because of the possible redevelopment to a larger scale of St. Vincents Hospital we also feel that some provision will have to be made to provide car parking to serve this major institution.

As far as public transport is concerned, it would appear that if these action areas are going to redevelop that some basic changes to the public transport system serving them will be very necessary. At the moment, the Eastern Suburbs Railway is being completed as far as Bondi Junction. This will have a major impact on the frequency and the quality of bus services passing through the East Sydney area. Certain changes will be necessary — it may be necessary to restore certain bus routes or re-route them, or maybe in certain areas — and this has been indicated from one of the questionnaire surveys which was sent out by one of the individual project area directors — it may be necessary to provide additional bus routes. This is a matter which Council will be looking into and during this action plan we shall be liaising with the Public Transport Commission when the time is necessary.

Speaker David Briggs indicated a possibility of a bus way or some transit way down Oxford Street. In our investigations to date, we consider that this is a very real possibility and investigations are now under way to compare the feasibility of this with the feasibility of extending the future Eastern Suburbs Railway past Bondi Junction.

These appear to be the main alternatives and there is in the opinion of this group a possibility that a public transport facility linking Anzac Parade to the city via Oxford Street may be preferable to extending the Eastern Suburbs Railway. If such a thing occurs, and there are various people in state government authorities who think it could, this will have a major impact on the Oxford Street Precinct. Consequently, this is something we need to evaluate.

Another objective of this Council has been to upgrade the sporting facilities around the Sydney Cricket Ground. If this occurs, there will be a definite requirement for providing improved public transport facilities to serve an expanded sporting arenas complex whether or not it be used for the 1988 Olympic Games or merely for its current uses plus any expanded sporting uses which may occur in the future. The other Project Directors have indicated certain road proposals which are necessary for the environmental functioning of their area and as part of this overall transportation study a functional study of the road system throughout the whole of the Eastern District is being made. This will be combined with input from the various state government departments, and

analysed to determine road priorities that should be enacted to ensure that through traffic is removed from the local streets of these action areas. In particular, we are looking at the function of the Eastern Distributor. Stage 1 incorporating local grade separations under William Street will do much to relieve congestion in William Street and more particularly in the Bourke Street-Crown Street corridor.

We are particularly concerned with the amount of through traffic on the north-south streets in Surry Hills. Similarly, a modified scheme for Taylor Square incorporating a local grade separation could achieve almost as much in the way of removing traffic from local streets and confining major traffic movements to the arterial road system as would the Eastern Distributor scheme which has been in the City of Sydney Statutory Scheme for a number of years. Data from the Sydney Area Transportation Study will throw considerable light on this subject and factors to be evaluated include the potential population workforce and traffic growth in the City of Sydney, the Eastern suburbs and elsewhere in the Inner Metropolitan Area.

Other factors which would need to be considered and which are being considered are the likely growth of the city workforce, the amount of future car parking that will be or should be allowed in the city and on the perimeter of the city, the likely distribution of traffic in the East Sydney area following the opening of the Kings Cross tunnels and the William Street underpass, the feasibility of attracting commuters from private car to rail following the opening of the Eastern Suburbs Railway. If this is successful and a lot of people who now commute from the eastern suburbs to the city and beyond can be attracted out of their cars into trains, it is quite possible that major roadworks planned to serve the eastern suburbs could be reduced in scale.

Changes in the mode of travel of city-oriented commuters may arise as a result of variations of parking policy and more importantly in pricing policy within the city and on the eastern and western perimeters of the city. Work on this is also being carried out by the Sydney Area Transportation Study.

As I said earlier, the existing street system is being completely reviewed. Many of the existing streets are functioning in a manner for which they were never designed or intended. An excessive amount of through traffic is moving through streets due to inadequacies of the arterial road system. A network of roads within an area should operate as a system — each link in the system having a function determined by the land use it served and the traffic it moves. The Strategic Plan recommended a number of roads which should be designated as major and minor arterials. This Action Plan will recommend the action necessary to ensure these roads do, in fact, act as major and minor arterials.

Following this, recommendations will be made concerning the streets which can be closed off to through traffic or entirely eliminated from the system and converted to other uses, such as local parks. It is expected that some improvements for the more important roads will be necessary as I have indicated earlier; the extent to which they will need to be improved is open to review. Specific recommendations on the extent required for the means of achieving these will be made. In addition, studies are being carried out to determine the optimum pedestrian access and pedestrian nodes. Darrel Conybeare indicated one at the Kings Cross Railway Station where we want good pedestrian linkage between the Kings Cross Railway Station, a car park over the Kings Cross tunnels, if constructed, and also the surrounding areas. We are also looking at the feasibility of a pedestrian tunnel link from the Museum Station to Oxford Street, if this area is proposed as a Precinct with a density of development warranting it.

In conclusion, touching on land use and development, which is what the study is all about, basic research is being conducted into the number of trips generated by the various types of development. These will be supplemented by various counts of pedestrians and vehicles generated by selected land use forms within the city and neighbouring areas and correlation will be made between this data and the data which we will be obtaining from Sydney Area Transportation Study.

Thank you.

QUESTION TIME ALDERMAN LEO PORT

Thank you Peter Casey. Could the speakers please come out here with a chair each so they can answer questions during the question time. Michael Llewellyn-Smith, Peter Casey, Steve Wanat, Darrel Conybeare and David Briggs.

There are microphones in the aisles on the side. Would each questioner or contributor please give his name and his organisation if he has got an organisation, and please keep it brief because as I said at the introduction to the Forum, we have given some question time — it is relatively brief, we hope that all those whose questions are too long or want to think about it, will put their thoughts on paper and either send them in to us, or hand them in here. A contribution in the way that suits them best.

Have you all been seated?

These are the five people who presented the papers this morning, Professor Rose?

PROFESSOR ROSE

Mr. Chairman, it seems to me that the papers this morning have raised a number of general issues. I don't want to pursue these too far but one I would like to emphasise is the place of the resident, the place of the dweller within this inner metropolitan area which has to also act as a transit zone between the major employment focus of the metropolis, namely the City of Sydney and the outer suburbs. How do residents get on at the same time as they have to put up with all the traffic going through? This is one of the primary questions facing your planning group. Secondly, I think it is a major area of concern, one which underlay all the discussion this morning, concerned the unspoken question of how do you maintain character for residential purposes, how do you maintain and in fact plan the physical development of the areas when you don't have any control over the land price situation. It seems to me that we have underlying the entire planning situation in these precincts the whole question of land prices and I think these are currently outside the control of any city government or any state government. The question of land price is overriding and I think that the physical planning has to fit into the financial planning over which we don't have very much control.

DAVID BRIGGS

Professor Rose, I think as far as the Oxford Street Study area is concerned, I did mention that from the planners' point of view it was in a very good position because one third of the land is owned by the public. That means, however, still a lot of land in the Oxford Street Study area which is not publicly owned and we are looking at the possibility of trying to persuade the owners of this land to look more seriously into residential accommodation.

This, along Oxford Street for instance, might take the form of high rise motel or apartment type of development with shopping and other sorts of commercial uses on the lower floors. I think that, on Oxford Street this could be very successful, from the economic point of view and from the problem of keeping people living in the centre. There are other larger sites in our area which state and commonwealth governments own and here again we are looking at ways of trying to see whether portion or portions of this land use can be set aside for residential accommodation and not just for government office space.

MICHAEL LLEWELLYN-SMITH

If I could comment briefly on Professor Rose's first point Mr. Chairman, the problem about traffic and pedestrians and residents generally. I think the emerging concept of environmental management rather than traffic management is going to be the guideline with which we will be able to deal with these sorts of problems. This means that when you are looking at an area you identify just what is through traffic, what is local traffic and come up a hierarchy of street systems. Thus within an environmental area the residents are catered for and the through traffic is routed around the areas. I think this concept of environmental management which is emerging in Britain and America and is now beginning in Australia is one way in which a solution can be found.

STEVE WANAT

I would like to say a few words on the second point. While it's true that Council or State Government or Federal Government do directly control the pricing of land, the pricing system is a problem. I've noticed in the Precincts that I've been working with that Council does have some sort of control but many people buy in terms of speculation and land developers seem to approach the land market the way they do the stock market — they think it's cheap today because no one's heard about the nickel strike but tomorrow it's going to really boom. They have bought land on the speculation that it will be rezoned to other purposes. This has happened in the industrial areas and these developers have been knocked back because the S.P.A. did not allow an office building in a 4(b) industrial zone. It is at the present time happening in Darlinghurst in terms of residential land in the hope that developers will get land which is currently zoned one type of zoning rezoned to a zone with a more profitable use. This sort of thing does happen — it is happening right now — it isn't necessarily bad but Council, if it wants to, can exert much more control over these sorts of things.

ALDERMAN LEO PORT

I think that was a good general question to start off with. I think perhaps the other questioners could be a little more specific and direct their question to one particular Project Director.

MRS. WILKINSON,
REPRESENTING THE
WOOLLOOMOOLOO
ACTION GROUP

The City Council has already approved in principle large scale commercial development for Woolloomooloo area. Mr. Llewellyn-Smith tells us there will be an action plan prepared in May. I would really like to ask Ald. Port as Council's representative on the State Planning Authority, can we conclude that the S.P.A. is *not* going to approve the present plan for Woolloomooloo or what's the point in waiting for May before starting on the Action Plan?

ALDERMAN LEO PORT

Basically, the facts are these: Firstly the Minister has proclaimed a statutory planning scheme which zones Woolloomooloo in the fateful blue colour as County Centre. That determines of course what may be brought there within the framework of the planning scheme and its ordinance. In addition to that, the S.P.A., not let's say the authority itself, but its professional staff, carried out an action plan such as these gentlemen are carrying out for the City Council — an action plan for Woolloomooloo which I thought Michael Llewellyn-Smith explained quite fully. Since then there has been quite a lot of activity and a lot of re-thinking on certain parts and, therefore, within the framework of the statutory plan and its ordinance and within the framework of the Council-adopted S.P.A. plan, Michael Llewellyn-Smith and his team at Council are bringing out in effect a varying scheme to the Statutory Plan. This is what Michael Llewellyn-Smith was talking about — they're collecting data, reviewing the decisions that have been made in the past, and they will be bringing down next year a Varying Scheme which will be submitted to the Minister, which will be exhibited as all Varying Schemes are. Would you care to add something to that Michael?

MICHAEL LLEWELLYN-SMITH

Yes, I would just like to clear up the confusion about the date. We are in fact doing the background research at the moment. May next year will be the step at which we would exhibit our preliminary concepts and ideas after a public participation program. It's not that we are not doing anything at all at the moment — we are, but it's background research and review at this point of time.

MR. SPENCER SIMONS

I'm the principal of the Real Estate Firm of Laing and Simmons at the Cross and also a Vice President of the Kings Cross Chamber of Commerce. A double question, if I may, directed to the same person, Darrel Conybeare who is specifically concerned with my area. The first question I wanted to ask is, is it against the present policy of Council not to approve smaller dwelling units in the area? He's made mention of the fact that he sees the need for these. I would perhaps ask him to explain and would like to say we agree with this. We've ascertained that part of the reason for the large decrease in population in the Kings Cross area is the fact that, through site consolidations, many of the residential dwelling houses in the area have been demolished and these of course are houses which contain average 10 or 15 rooms each, thus housing may be 15 people or more.

I would like to hear his further ideas on that. Also we feel that the only way of bringing the people that have gone back into the area is to create the sort of dwelling unit that suits them.

The question from the aspect of the Chamber of Commerce is that we are very much concerned with trade in the area, the large part of the future trade of the area obviously will come from the vast increases in tourism which are expected to take place in Australia. We envisage Sydney as the Gateway to Australia, and Kings Cross as the Gateway to Sydney will also be the Gateway to Australia as far as tourism is concerned. The question in this regard is — has any consideration been given to the possible definition of a defined area within Kings Cross for consideration as a 24 hour trading and life area? In other words, a specific area to be set aside in which trading of all descriptions of any nature can take place at all times, not only for the tourist, but local people too, who will now have better access to the area via the railway link and the tunnel link.

DARREL CONYBEARE

In answer to your first question, my comments in part are in somewhat direct conflict with current Council policy in Kings Cross. I feel that an area which is as important as the Cross as a meeting place, as a venue for all of the different diverse heterogeneous sorts of activities that go on in it, you simply have to provide a range of dwelling accommodation. I don't understand the policy that would persist in carrying the provision of large scale accommodations too far. I think there is a point at which for political ends that you're no longer serving any sort of purpose by so doing. I think if there is an attempt politically for example to move prostitutes out of an area like Kings Cross, by not providing them with accommodation, I think these girls earn the kind of money that can afford to pay expensive rents in bigger apartments anyway, so you in a sense would really have to do a much more detailed study of this sort of thing — I mean the general problem of providing for cheap housing in the area. We can presume, for example we have lost 610 dwellings through building the Kings Cross Tunnel. I think we ought to be careful about losing too many more of the sort of housing that has the kind of accommodation that you've described, places that have single rooms and provide cheap rooms for people who don't have much money and who need this kind of accommodation; they give the area its character. I think we have to preserve what we've got, what's left, and not have any more major road projects. I think we also have to provide in certain areas, where it isn't going to attract from the other more important entertainment functions, some kind of cheaper accommodation mixed up with more expensive ones. I think that in large redevelopment areas in Kings Cross it is to be hoped that we can get some more mixed activity going in this kind of development. I would hope that would be the sort of aim of the action planning we could do in the area.

In answer to the second question about the 24 hour retail trading, this so far hasn't been considered but we think that if we're going to reinforce Kings Cross as an entertainment Precinct,

a large segment of the plan for Kings Cross has to be a plan for the entertainment area and I would envisage it could cover that kind of recommendation. There are points that I didn't raise in the talk such as the tremendous wave of crime — I would say that one out of every two forms returned mentioned the presence of burglars and street hold-ups in Kings Cross. People who seem to be responding to our questionnaire are saying they would leave because of this problem. I don't know the answer to what is contained in an action planning program, it's a state police matter — I don't think the Council wants to buy into the area of providing rangers permanently in an area like Kings Cross. I think these are the kind of things we may be forced into having to recommend if Kings Cross is going to remain a viable entertainment centre.

I think the idea of 24 hour trading, the idea of keeping it open, the question of tying the whole thing together, in terms of the environmental factors, the paving, the seats, the lighting, all the bits and pieces that make it an attractive and interesting kind of place are very important.

The other day I met an American who was leaving Australia after staying at the Kingsgate Hotel. He couldn't convince 28 of his fellow countrymen to stay in Australia and visit Ayres Rock and the Barrier Reef and the other places because there was nowhere in the city's major centre where he could take them to give them the information that would encourage them to tour round the country. There are people who have responded in the questionnaire that there aren't places that fix up luggage and locks on cases and ordinary everyday tourist things, well I think these are the types of things obviously that are going to have to be provided as well as the sort of special facilities for the residents. You can't let the whole thing go so completely to entertainment because in part there are 5,000 people there — they have to be catered for too, and at the present time they've lost their only hardware store because a major hotel has gone up in the area. They can't buy a nail or a quart of kerosene — somehow that's got to be provided for as well. So the very difficult question of balancing all these things I think is the essential planning challenge.

MR. JOHN CLARK

I'm a journalist from the U.K.

I worked for the Automobile Association in England on transportation. My question really is to Peter Casey. Roads, particularly left hand lanes are for conveying vehicles around; they're not supposed to be used as car parks. A six dollar ticket on the car which stops where it shouldn't on a clearway may do the local council coppers a great deal of good but does absolutely nothing towards keeping the traffic moving. Is the Sydney Area Transportation Study going to have the courage to reintroduce the tow away system or the use of a forklift vehicle with padded forks to lift vehicles off the road out of the way to keep them moving?

PETER CASEY

Thank you Mr Clark. First of all, measures to keep clearways operating as such will be considered as part of the action plan. I'm grateful for those suggestions; however, it is a state responsibility, not a City Council one. Whether they can be implemented is another story. I think that if clearways are to be preserved as such then a much stiffer fine system must be imposed and this is something which will have to be considered.

END OF SESSION 1

ALDERMAN ANDREW BRIGER

Ladies and gentlemen: the Chairman for the next session is Ald. Barry Lewis who is the Chairman of the City Council's Works Committee.

ALDERMAN BARRY LEWIS

This section will cover three inter-related action plans which will all provide for the improvement for the environment as far as the residents and the commuters to the city are concerned. Our first speaker will be Barry Young of McConnel, Smith and Johnson and Barry has been operating as a planner in this field for many years and he has just completed the first action plan arising out of the Strategic Plan which covered the Wynyard Pedestrian Precinct. This, quite a few of you will have seen in the film which was produced by the students of the University of Sydney under the direction of Barry Young which covered his trials and tribulations in the Wynyard area in the early morning area and the evening peak. Barry I think is very much an expert in this field and will present a paper on pedestrians.

MR BARRY YOUNG –
McCONNEL, SMITH AND
JOHNSON PTY. LTD.
PROJECT DIRECTOR
FOR PEDESTRIAN
NETWORK

This is a progress report on Action Plan No 6 Pedestrian Network and I'm actually reading from our August progress report to Council. We have completed a lot of work up to date. We began the planning process in 1970 and developed in the Strategic Plan for the City of Sydney, city-wide objectives about accessibility, and particularly about pedestrian accessibility. From these objectives we developed policies to explain how these objectives should be met. One of these policies was for an integrated traffic separated pedestrian network for the Central Spine District. And this is what I am discussing today – The Spine District extends from Circular Quay to Central Railway. The movement concept for the Spine is that it will be bounded by expressways with parking stations next to the expressways to intercept traffic before it comes into the city streets. Cars using the city would be re-routed through a hierarchy of roads, and the central part of the city from the Quay to Central Railway would be pedestrianized. But pedestrianization can mean a lot of things, from exclusive pedestrian use of streets, through public transport sharing of streets, to segregated pedestrian routes over or under streets in normal traffic use. The degree of pedestrianization can vary also in time, that is, a street which was exclusively pedestrian during peak shopping hours, for instance, could revert to normal traffic use in the evening and early morning.

From the above concept we established criteria that the Pedestrian Network should meet:

- It should stem from the major pedestrian generators, i.e. the rail stations, bus stations, parking stations.
- It should link the major areas that are going to develop in this spine area – the Rocks area, the office area, and the retail area.
- It should link the high density areas to parks and foreshores, and
- it should interconnect major new developments (particularly in the retail core where an additional movement system is proposed at first floor level).

These are the criteria on which the network was based. From these we developed a schematic network. We also developed design criteria, because what we are designing for is people and we're trying to design (or get other people to design, rather) environments that are pleasant for people to walk through visually as well as functionally.

Concurrent with developing this Strategic Plan for pedestrian movement we found that the area around Wynyard, which all of us know is incredibly bad for people on foot, was in a state of siege by developers. There were seventeen sites, I think, in some stage of redevelopment. It was obvious at that point of time that we must immediately begin to develop a network for Wynyard to take advantage of the impending redevelopment. The Wynyard Network was produced and adopted by Council. It consists of underpasses, overpasses, some lane closures and plazas, using new development to put the walkways in as they are built. During this process we consulted with many architects and developers and the co-operation was wholehearted. (I recommend you take a look next time you go out, at the Wynyard exhibition which is in the far corner of the foyer, which will explain it in greater detail.) The point about the Wynyard Network is that it is a subsystem of the larger system that we are developing.

So that's what has been done up to date. Objectives, policies, concept, network criteria, design criteria, that is, a Strategic Plan. A Wynyard sub-system has been planned and design standards drawn up as an Action Plan. The Design Standards describe such things as capacity, walkway dimensions; the treatment of nodal points; staircases, steps, landings etc; walkway services such as electrical, cleansing, maintenance; walkway materials such as paving, drainage, walls, colours; environment controls such as lighting and microclimate, furniture and signing. The Standards are based on criteria relating to a pleasant microclimate, a visually interesting experience, a safe and comfortable environment, a diversity of activities, accessibility and legibility.

These are detailed design aspects that are beginning now on the Wynyard Network. It is critical that the network is built as a pleasant pedestrian environment and the design standards have been developed as a guide for developers and a control tool for Council.

So what's to be done this year and the next year, and the next year after that? There are six main streams of work. One is the co-ordination of development proposals, similar to the Wynyard scheme, for a number of critical areas, the Circular Quay area for example. The ongoing study for Circular Quay will also include recommendations for a plaza and for the Foreshore Promenade. The Promenade will follow the edge of the Quay and would be designed specifically as a pleasant and stimulating walk for city workers, tourists or anybody who wants to enjoy Sydney's currently not very attractive water edge. The Promenade would begin in the Rocks area, through the rather scungy area at the ferry terminals, all the way round to the Opera House, and we're working with both the SCRA and the Opera House people to develop this. Other critical areas will be the area around Town Hall which will be important once the Eastern Suburbs Railway starts, the area around Central Railway, and by next year we hope to have investigated the feasibility of pedestrianizing Pitt Street. This doesn't mean that Pitt Street necessarily becomes a mall, but it does mean a whole lot more emphasis on Pitt Street as a pedestrian spine going down the centre of the city where the pedestrian will have greater ease of movement. These are some of the critical area studies we will be developing.

The second thing we will be doing is reviewing the overall network — what we produced in the beginning was a scheme, a guideline — this is being changed all the time as we get more deeply into the pedestrian movement system. This is a continuous process, as is another task we are engaged in, the investigation of development opportunities. One can't stop development. Although we did just that, for about six months around Wynyard, we figured that we couldn't put a freeze on the whole city. This means that we have to take advantage of development applications as they come in, and feed them into the current plans of the network. Negotiations then have to be conducted with architects and developers. The plot ratio system and the other current controls which Council can exercise are used to obtain the appropriate walkways that link sites. So taking advantage of development opportunities is another area of work going on at this point in time.

On the research side, there are three areas which are being researched and investigated — movement system theory, movement patterns, and the other is constraints imposed by other systems and other authorities. The last area is crucial.

Talking for a moment about movement systems theory, we are looking at other cities which have begun to develop pedestrian systems — London, Montreal, San Francisco and others. We are looking at those cities to study what they've done wrong, what problems they've had, and how we can create a walkway system that is at least as good and hopefully better than theirs.

This then brings us to the evolution of new movement systems — we are looking at new technology, such as 'Cab Track', and various people-mover systems that are not feasible at this point in time, but will be, we assume, in the foreseeable future.

Behavioural information and experiential information are two areas not normally studied in traffic studies, but pedestrians are people not vehicles, they behave according to different rules and they move according to different ways. Their behavioural patterns are going to be important if we are to satisfy their needs. The experiential research is essentially design research. The problem is to attempt to develop a sequence of spaces, a sequence of views, a sequence of happenings that read as a sequence as you move through them. For example if you've been walking through Venice you'll have an idea of the kind of unfolding things that happen there as you walk through. This kind of thing can be done if you work hard enough at it. As the movement systems theory aspect of our work progresses, learning from what happens here and around the world, we expect to develop better design standards, which can then be applied to the network as it is built.

Under the study of movement patterns we are looking for basic movement patterns now, and in future, as land use changes, and ancillary movement patterns that can be subsidiary to the overall network. One of the studies recently done by the Chief Planning Officer should prove valuable. This (referring to diagram) is a diagram of the current commuter pedestrian densities. These are the kinds of work that are being done in the Action Plan.

Then we're looking at other transport modes and this leads me into the areas of constraints. The city is not run by one body, Council has very little power over the Railways Department, the bus people, the ferry people and all the other authorities with responsibilities and interests in the city. They have their own needs and problems, but what we're trying to do is go through a series of consultations with all of these people to first of all assess their problems and then to use these as constraints on our pedestrian movement system. Now this is a little bit different in approach from that normally taken in traffic studies, that is, we assume that the need for a pedestrian network is dominant, but we will nevertheless have to see how it is affected by the needs of other modes of transport and other public authorities. We will no doubt run up against opposition, but I believe that the people of this city are our clients and that this client group needs a better walkway system than is currently available. They can have a greatly improved environment and I believe that we can work out, with the other consultants in similar areas, with the other authorities, and with all decision makers in this city, an integrated movement system that works as a system.

ALDERMAN BARRY
LEWIS

Our second speaker will be Darrel Conybeare of Urban Systems Corporation and he will speak to us on streetscape.

Ladies and gentlemen, when you leave there is an exhibition which covers this particular action plan, we would very much appreciate your comments.

DARREL CONYBEARE
— PROJECT DIRECTOR
FOR STREETScape

I would just like to say before I start the talk about this, that this action plan was commissioned at about the same time as the Strategic Plan, and as the environmental benefits arising from the work have been increasingly recognised, the commission has been extended so we are at about the point now where the plan is going on exhibition and will soon be printed as a full report.

Many contributions have come from the other consultants, from McConnel, Smith and Johnson and from W. D. Scott and Company, from the City Engineer's Department, the Parks and Recreation Department and the City Planning Department and guidance and direction during the preparation of this plan has been amply supplied by Ald. Leo Port and Ald. Andrew Briger. We start with a definition — the streetscape of the city is the visual envelope created with the external walls of buildings, street furniture, advertising signs, street trees, ground surfaces, street vistas and views. Because it occupies about one third of the urban land area and is that part which is exclusively in the public domain, it is perhaps the most singly important element of the urban environment.

The streetscape conveys vital information about the type of area through which we are moving at any given moment and it is by its very nature a principal element of the city's image. We are looking here at two shops taken from about the same position in William Street Boulevard and one can see a fairly good day and night time image of all of the elements that go to make up city's streetscape.

The purpose of this action plan was to catalogue a series of streetscape improvements that could be carried out in the short term and on relatively low cost by the City Council itself. This inventory of improvements focuses on land and things under the jurisdiction of Council. The ideas presented here are not intended to be comprehensive, they simply represent a range of environmental sketch ideas for specific small projects which can be incorporated in the city's capital improvement program. For any improvements to warrant inclusion in this action plan they must qualify by showing a high ratio of environmental benefit for the initial cost. It must fall generally within the jurisdiction of the City Council and be able to be carried out by using Council's existing resources of people and money. As I say, the streetscape involves everything from the buildings that line the streets to the bits and pieces of the roadworks themselves and the pedestrian crossings. All of the things which we come into contact with every day. Whether that texture is an old texture or something new, like the park motor cycles, these things are also a very important part of the ever-changing scene of the cityscape and that ever-changing scene is in evidence here in these two photographs which you can study at your leisure in the exhibition outside. It shows Pitt Street looking north and you can see here the sense of the difference, the evolution of the forms of street furniture, of dress, of vehicles, of pavement textures, the services in the city in that shop on the left which is a 1895 which I took last week on the right, from about the same point of view.

I think that one of the important things to recognise when we're looking at Sydney's streetscape is that the city's grid is a fairly warped idiosyncratic kind of form and to those visitors who come from Melbourne and Adelaide, they'll know what I'm talking about. If you look across there at Pitt Street, in one of those cities you would see the skyline, because the streets there in the traditional grid iron city simply do not have this subtle sort of walk which Sydney's streets have. And also in Pitt Street, from different points of view, one sees the Water Board framing the end vista. In Hunter Street, view the small twisted streets which some people say ought to be all straightened out. This will always provide an ever unfolding vista as one moves along and I think the key thing was stated by Mr. Barry Young, the last speaker, the problems of the sequential design that has to take place.

Perhaps in terms of the problems of the parks and the erosion which has been suffered in the parks over the years, this has been summed up in Ald. Port's statement that the public buildings and services have eaten away the city's parks and it's now time the parks and reserves nibbled back to the roads.

I think this sums up the idea of that, that we can in certain instances in the city, if we look at the diagram on the top right, a typical section of College Street by Hyde Park alters the city parks simply by the extension of trees to the other side. The park would then be expanded, at least visually if not in fact, the roads would not then pass along the edges of the park, they would pass through the park, and the subtle tree planting on the other sides of existing park areas in the city, where possible, would simply increase the sense of the size of open space in the city. One of the important things to remember in looking at the streetscape in Sydney is that Sydney is really a government town and this is evident if one studies the different diagrams of government ownership. We are looking here at Commonwealth land, the large blob in the top part of that is

Garden Island, the other areas which lie within the city boundaries are the main post office and the defence establishments. If we look at the Crown land, the lands of the State, they occupy this much of the city's environment so we then have Commonwealth and State and then if we add City Council land, all the streets and parks that City Council owns and controls, we get that sort of a word of public ownership.

It is a pretty formidable 65 or 70% of the city under the control of one or another of three tiers of government.

The basic purpose of this action plan is to deal with the basic parts of the city which are really under the City Council's control and I think that it's as well to remember that whilst we feel that environmental improvement can be undertaken they can appear infinite in their scope and their complexity; each interest group with its own axe to grind about what it feels ought to be done and it would seem that there's little to be gained at first sight by improving detailed parts of the city while the city's streets are choked with traffic and polluted air.

I think that perhaps the easier and more achievable goals of this plan might serve as some sort of proving ground for being able to tackle the more costly and expensive projects.

So as we walk around in the city's streets from below looking up with the sense of the warped grind, the fact that there are all sorts of funny left-over corners is apparent when we look from below and also from above, down. We are looking down here at the left at Farrer Place and on the right at Richard Johnson's square on Hunter Street. It's conceivable with a fairly small road closure or a park expansion that it would be possible to turn Farrer Place into this type of an area, simply by lifting a small traffic island to an adjacent larger block. The same could be applied in Richard Johnson Square. We could simply connect that monument of the first Church to its adjacent block, and to reorganise the traffic — put in a few trees, introduce a few seats and maybe provide a place for a fountain and a quiet seating area and then we've provided in the heart of the city, where it's needed most, a space for lunchtime crowds. Just a sketch and a view of what Richard Johnson Square would look like if we were to introduce a few more trees at that point. Very simple, very low cost immediate environment improvement.

The same could be said in the short block between Wynyard Park and George Street, where, in order to connect Wynyard Park through to Martin Place, a very short piece of street which is now occupied by the fruit vendors could be used, paved and provided with seats and an ample area where those fruit vendors could even multiply in number in a small pedestrian area. This is being looked at in greater detail. There are some traffic movement problems, but basically it is a little-used street and in another sense a left-over kind of area, under-utilised in the environmental terms.

The same applies up in Kings Cross, in Roslyn Street. The neck of Roslyn Street there — 65 feet wide down there its waste is 23 feet wide with absolutely no reason at all from the traffic point of view why this street has to be that wide all the way through. It is a dangerous crossing for pedestrians and it would be again very simple to provide a few trees, and some outdoor tables and chairs at that location. It would be the sort of enhancement that we talked about earlier along the entertainment spine of Kings Cross itself.

One could provide in these corners more room for those sorts of amenities that the pedestrian needs very much. In the city there is perhaps a greater need for the use of temporary facilities, the one on the left shows flowers planted down there at Customs House Square. Near the Chess Board, more of those temporary facilities could be used, and say along the north wall of the Quay, where there's a very large pedestrian promenade; introduce more tree planting and facilities along there, information systems for people arriving at the City.

One of the most important needs in the city, which the Strategic Plan pointed to, is to provide additional space in residential areas, and here on the right we are looking at a schematic diagram of the full public facilities in Elizabeth Bay, each one of which can be expanded by a very simple measure. Beare Park, which is shown in some detail in the diagram on the left, can be expanded across Ithaca Road with a slight change in the traffic pattern at that point. The same goes for the Macleay Reserve and the John Armstrong Reserve. Wathamacalana Reserve can be joined to Elizabeth Bay House up in the top left hand corner of the right diagram. We can get rid of the John Armstrong Reserve opposite the community centre, provide a pedestrian crossing and simply expand that part over the very large black top area in this precinct, and again at the entrance to the cul-de-sac part of the Macleay Reserve, just a little bit of kerb widening and the planting of additional trees would narrow down Elizabeth Bay Road at that point and the through traffic which now turns and runs along Roslyn Gardens would know that there's no point in driving further along the Macleay Reserve. At the present time, simply because the road is the same width as Elizabeth Bay Road all the way along, it feels as though you can actually drive right out to the peninsula and of course a lot of traffic is just getting lost and driving around the reserve.

Well, these are the sort of things which are again illustrated here in sketch form: a tree here and there or a widened kerb, all make a tremendous difference.

The residential areas again in Surry Hills. We have looked at a number of points — this is one of the typical streets along South Dowling Street where it is simply not necessary to have so many tiny streets opening onto a major facility like South Dowling Expressway and in this instance we have looked at Parkins Street which is adjacent to the Bourke Street Public School to see a way of linking Surry Hills Village through to Moore Park, and one sees here a sketch of an adventure playground and a take off point for a pedestrian overpass.

Well, Sydney's a Victorian city and nowhere is it more apparent than in the tremendous tradition of its cast iron and stoneware. In looking at street furniture one has to be aware of this marvellous tradition in terms of any new design that is done because this tradition really has to be preserved and protected wherever it is. We're also conscious from a report to Council in 1965 by Loder and Dunphy that Sydney's street furniture is too untidy, too nondescript and too numerous — many of the city's important spaces are junkheaps of technological bric-a-brac.

Street furniture is a major influence or factor in the Australian ugliness. This goes for the things in the street and also a lot of the items in city parks and we have looked at the idea of coordination programs that would program a series of items and at the same time allow for some sort of anomaly within that system, it doesn't have to be all highly coordinated.

The opportunity to express something that has a bit of difference to the coordination thing — we have looked at street signs with a number of varieties of the different ways street signs could be organised, with serif lettering, with a different symbol, the name of the precinct on the street sign, Harris Street, Pyrmont. Why not name those marvellous Precinct names and get those onto the streets, we all know it's the City of Sydney, but we don't know it's Surry Hills or Woolloomooloo. We could with all of the litter bins in the city simply paint them to a colour coordinated scheme and they'd look a whole lot better than they do now. The advertising, well we could design new ones, an example of one of the new ones is illustrated outside in a mock-up prototype. There are 104 historic markers on seven feet high poles that you can hardly read all over the city and these are under the City Council's jurisdiction. The litter bins and the historic markers are the things which we tended to concentrate on with our design.

A solution on the right simply indicated all mounted plaque. We have a bit of graphic illustration, perhaps a drawing or something like that, a number on an historic walk and the same sort of information we now have on the City Council plaque; so this would be some way of attaching it to the wall, getting rid of a lot of poles and stuff in the street providing for improved signage system. This is something you hear from the Strategic Plan and the Wynyard Network which emphasised this point. The action plan can't go into great detail but should lead into a full study of public and private signage throughout the City of Sydney.

Thank you very much.

ALDERMAN BARRY
LEWIS

Thanks very much Darrel, for a most interesting talk. I noticed the Chairman of the Finance Committee down there really horrified to think that 77% of the City of Sydney is owned by the different three tiers of government and I could see his mind ticking over with those rates.

We now have Michael Llewellyn-Smith, the City Council's Planning Officer, to speak to us on the Martin Place Action Plan.

MICHAEL LLEWELLYN-
SMITH

Ladies and gentlemen, the Action Plan for Martin Place No. 24 for the extension from Pitt Street to Macquarie Street has been prepared for the Council by Clarke-Gazzard, Architects with the Project Director, Mr Don Gazzard. A brochure which you were presented with on your way in this morning very eloquently describes the proposals in some detail for this whole Martin Place and so I am really going to talk about Martin Place in the wider context of the city.

The hearts of cities are characterized by large volumes of pedestrian traffic. The person on foot is not just a hindrance or a nuisance to vehicular traffic, he is the prime reason the city centre is alive at all. Up to ninety per cent of all daily trips in the central area may be walking trips of one sort or another. Walking is the transportation element which offers the highest degree of flexibility, yet despite this, city centres have become congested, dangerous, inconvenient and uncomfortable for the pedestrian. Preference has been given for too long to those in motor vehicles rather than those on foot. The city pedestrian should be considered as an integral part of the central area transportation system.

The City of Sydney with its natural physical attractions of the Harbour and Royal Botanical Gardens continues in prestigious and symbolic importance. Among the major cities of the world it is unique in its physical compactness, from Circular Quay to Central Railway is only a mile and a half. On the west it is constrained by the Darling Harbour, on the east by the Gardens and Hyde Park and on the north by Sydney Cove. These physical constraints have added to the concentration of inner city building since the late nineteen-fifties. There has been a substantial growth in pedestrian traffic and in the number of motor vehicles using the city streets. As a result of the conflict at intersections between vehicles and pedestrians the Department of Motor Transport in conjunction with the Traffic Branch of the Police Department commissioned the first stage of a system of co-ordinated traffic signals for the central area in 1963. There are now over 100 controlled intersections, surveilled 24 hours a day by strategically placed television cameras. The effects of this system on pedestrians would be considered just as important as the effects on traffic. The average waiting time at pedestrian traffic signals is some 60 seconds and often extends to 70 or 80 seconds. This means that a pedestrian has to arrive within a few seconds of a light change or he is subjected to a long duration of "Don't Walk". Delays and congestion get worse almost daily for both pedestrians and vehicles. It has become increasingly apparent that the street system in the City of Sydney simply cannot cope with much more traffic. For the pedestrian in the City of Sydney to move anywhere on foot is not a pleasant experience, there are annoying delays at intersections, the footpaths are too narrow and congested and facilities for the pedestrian are far too infrequent.

The closure of Martin Place to traffic between George and Pitt Streets was a significant contribution to the Second Objective of the City of Sydney Strategic Plan which was to

"improve... ease of movement within the City". Policy 8 — Pedestrians stated "Create an integrated city wide pedestrian movement system linking transport interchanges to each part of the precinct". The extension of Martin Place from Pitt Street to Macquarie Street will create a place for people in the heart of the city linking Wynyard Park to the Domain. By providing a variety of active and passive leisure time activities, life and vitality will be brought to the city. Its location between the retail centre and office core makes it highly accessible to pedestrian traffic moving between the two.

A survey of pedestrian movement patterns which I understood as part of my Masters Degree in Planning, has clearly indicated that the volume of pedestrians moving in Martin Place is only exceeded in the city in the areas adjacent to Wynyard Station, Town Hall Station and Circular Quay.

The design of the existing Plaza between George Street and Pitt Street was restricted because of the nature of the Cenotaph and the ceremonies associated with it. There is now the opportunity to create in the other sections quite different complementary characters within an overall context.

The section between Pitt Street and Castlereagh Street has a 20 foot difference in level and advantage could be taken of this to form a multi-purpose amphitheatre which would be overlooked from all sides and from the upper plaza levels of the MLC development. The Prime Minister and members of Cabinet have offices in the Commonwealth Bank Building and provision has been made for Ministerial cars. Access for payroll and other restricted vehicles will be allowed to the Commonwealth Bank entrances and for service vehicles to the other buildings.

The Section between Castlereagh Street and Elizabeth Street is seen as a possible venue for a street market. Different themes might occur on different days. The shallow shape of this short block offers an opportunity for an interesting display of goods and could incorporate suitable seasonal flower displays and planting.

The section between Elizabeth Street and Phillip Street is seen as providing a quiet seating area on three terraced levels in contrast to the more extensively used blocks.

The section between Phillip Street and Macquarie Street will be an important entrance to the heart of the city from the new railway station. It is some 50 foot higher than the Cenotaph and provides a visual climax to the vista. The plaza at the eastern end in front of the Bank of N.S.W. could be extended across Martin Place creating a large space for a pool and fountain that would be the focal point of interest. A refreshment area in front of the Reserve Bank would allow an interesting view of the whole of Martin Place and provide a useful space for those waiting for trains or friends.

The design of each of the Sections would allow access for emergency vehicles such as fire and ambulance and permit authorised service vehicles to pass through. It will therefore be possible for the disabled, those in wheelchairs and mothers with prams to move easily from one end to the other. To provide a continuity of design between the different sections the road surfaces will be treated differently and in effect will be decorative, wide pedestrian crossings. The north-south streets through Martin Place will not be interrupted.

In opening the section of Martin Place between George and Pitt Streets to pedestrian traffic, Council and its Consultants encountered many strong objections from the relevant State Government Authorities and Departments, who were concerned that the proposal could only result in serious congestion and disruption of vehicular traffic.

The State Cabinet permitted a temporary closure to vehicular traffic of Martin Place between George and Pitt Streets for a period of months prior to Christmas, 1970. Before the trial period had run its course, it became obvious that traffic had adjusted itself to the change, and State Cabinet agreed to amend the legal status of the area and to authorise the Sydney City Council permanently to transform it.

A Committee comprising representatives of all relevant State Government Authorities and Departments conducted extensive surveys and measurements of traffic flows following the closure of this first section of Martin Place. This Committee eventually reported:

"The traffic has re-distributed itself over the available routes without causing any unsupportable problems..."

"Travel times have not generally been adversely affected by the closure..."

"Some increase in intersection delay and in bus running times were noted as a result of the closure... however, as a result of various adjustments subsequently made in the control of traffic in the area, including alterations in the kerbside allocations, some of the loss has been made up and current observations are that conditions are quite tolerable, and in fact, the bonus obtained by pedestrian and environment compensates for any inconvenience suffered by traffic."

Subsequently, in late 1971, the two upper sections of Martin Place — between Elizabeth and Phillip Streets and between Phillip and Macquarie Streets — were "temporarily" closed to vehicular traffic for a period of two years to permit the construction of the new Martin Place Underground Railway Station.

These further closings have similarly forced another adjustment of traffic flows. Without any extensive study having been made, it appears obvious that the change has been quietly assimilated into the life of the city.

In the opinion of Council's Traffic Consultants there now appears no reason why these two sections should ever again be opened to vehicular traffic, nor does there appear to be any reason why the two remaining sections of Martin Place between Elizabeth and Pitt Streets should not be closed to vehicles and opened to pedestrians.

As mentioned earlier the volume of pedestrians using Martin Place is significant and it is time that the needs of the city pedestrian, as identified statistically, should be taken into account in relation to the needs of vehicular traffic. The small volume of circulating traffic in Martin Place is unlikely

to increase due to the provisions of Council's new Parking Policy which severely restricts off-street parking in the areas adjacent to Martin Place.

The opportunity exists for these designs for the transformation of the street surfaces between Elizabeth and Macquarie Streets to be implemented at the same time as the construction of the Martin Place Underground Railway Station. However, as the Railway Station is not scheduled to open till 1974, the first block scheduled to be transformed is that between Pitt and Castlereagh Streets during 1973. Its implementation ties in with the proposed MLC Centre on the Hotel Australia site. This staging will reinforce the impact of the first plaza and then by transforming the block between Macquarie and Phillip Streets as the next stage the staging can follow down Martin Place leaving the Market Block till last to join both ends together.

The pedestrianization of Martin Place from George Street to Macquarie Street will be a significant contribution to the pedestrian environment in the City of Sydney and it is the pedestrian environment on which the quality of the city centre is judged.

QUESTION TIME.
ALDERMAN BARRY
LEWIS

I will now ask Barry Young and Darrel Conybeare to join Michael L. Smith here on the stage and in a moment I will call for questions from the audience.
The first question will be asked by Professor Jim Rose.

PROFESSOR ROSE

I'm supposed to define relevant issues and indicate the types of questions that may be answered. It seems to me that we are engaged in the major conflict between Local Government and State instrumentalities in developing a fair deal for the pedestrian and the resident. The City of Sydney is spear-heading a movement which is being taken up by Councils elsewhere in the metropolitan area including the Council of North Sydney with its recent road closing activities, symptomatic of what's going on in the city.

Now, I think that the City of Sydney is involved in a two-pronged strategy in looking after the needs of the pedestrian here — they are adopting a surface strategy which is I think being magnificently exemplified in the activities in Martin Place and I think we shouldn't confine all of our questions to Martin Place at the moment. It's a bit more widespread than this because the City of Sydney is looking also at first floor level walkways which have been and are being fed in as part of the overall pedestrianization (which I think is a pretty ugly sort of term) of the central area. Martin Place is spectacular, I guess it is the key to the future, but there are a lot of street level potential walkways in the form of existing streets as well as having to go to the first floor level to cross streets. But I would like to direct my question to the panel. Are we to assume that Martin Place, which is a fairly simple sort of operation although you've had some governmental complications, is a trial run for the really ticklish one for the space surrounding the Town Hall? If you can pedestrianize the Town Hall area you would do something which is a far tougher proposition than Martin Place and I wonder if any of you would care to comment on this?

MR. BARRY YOUNG

Perhaps I can just mention that I did say the area around Town Hall is one of the critical areas in the network system that we are preparing proposals for. First in line will be Circular Quay which has the interesting possibility of closing off Alfred Street. Town Hall has already a plaza planned for it but the current way of thinking of the area around Town Hall is to connect it to the Queen Victoria Building and Town Hall Station with the redevelopment of the QVB as a major community centre and to connect it to the retail area across the road. It would be an extremely difficult thing to pedestrianize George Street at grade level.

MR. MICHAEL
LLEWELLYN-SMITH

The Plaza is really going to be between the Cathedral and the Town Hall with underground links tied into the Town Hall Station for pedestrian ease of movement. We are really looking at an underground level of movement rather than a grade level in this particular location because of the serious traffic problems. It does relate to an idea for a retail complex going up in the station itself and right across Park Street to a revitalised Queen Victoria Building so that at this particular junction at Town Hall the pedestrian movement will really be one at a lower level rather than at a grade.

MR. JOHN SUDBURY,
JONES LANG WOOTTON

It seems that in this proposed scheme for Martin Place the problem of the pedestrian crossing the road still hasn't been overcome and I wondered if in these schemes there's any potential for extending the pedestrian concourse at a level above the road, even possibly dropping the road, even possibly dropping the road down slightly so that you had a bridge over and a flight of steps down and so completely separating the pedestrians from the traffic?

M R . D A R R E L
CONYBEARE

I would only like to say that we did look at the possibility in the design of Martin Place for using overpasses. One of the problems is that you have to go up 15' to get over the roads and by the time you're up that high to get back down again on the lower side involves a tremendous change of level. The position of stairs or escalators would tend to destroy the scale. I think the problem of crossing the roads is fraught with the most tremendous problem of services that exist underneath the roads through most of these cross streets — there are major sewers and major supply lines. It's very difficult to imagine depressing traffic because of that and also getting service to buildings on either side, because after all if you're going to drop it any distance you really have to start several hundred feet in either direction from Martin Place which means you then have to deny access since the roads are too narrow to have service roads and a depressed area. We have looked at all of those sorts of things, it's simply been thought that the Plaza would operate quite efficiently and effectively within the block because there is a very strong north-south connection for pedestrians in the central spine. If the pedestrian crossing is specially treated and becomes a free crossing, the designs indicate a different sort of environment at that point, pedestrian movement across Martin Place would be well connected one to another. The only thing that I would like to mention is that the section on display does indicate there are walkways that operate at a lower level.

There is a whole lower ground environment, as well as the upper ground environment of Martin Place, in the main connections running through to the underground railway station. Those connections will enable you to move below grade and get access to a number of the different blocks.

I'm a private individual and Director of one of the City companies. It seems to me that notwithstanding the work that has been put into all those projects, we are still tackling the problem superficially and we lack the courage to face the truth and the truth is that the congestion of the vehicular traffic in the city is fast reaching a level that is beyond the point of attacking. The question is that if we speak of the compactness, the unique compactness of Sydney that is about a mile and a half to walk, and if we read yesterday's paper which reported that the degree of air pollution from carbon monoxide in George Street is far above prescribed acceptable levels, then the question is why don't we have the courage to close the city to all motor traffic and private vehicles as soon as it is practicable? Why do we extend it over a period of many many years? The city's easy to walk through and if we could allow fast efficient public transport to commute people who are not fit enough to walk. If any of you have been to Copenhagen it's interesting to read the statements of the Lord Mayor of this Danish capital who said that when they first were confronted with the need of closing a major part of the town to traffic, there was great opposition from business complaining that it would go down and what actually happened was exactly the reverse. This is my question then, is it proposed to close the city to traffic altogether, except for public transport, and if not, why?

ALDERMAN BARRY
LEWIS

Well I think the City Council is tackling this matter within our own powers and we are attempting to influence state authorities, but I think that one of the key things that you touched on in your question was a fast, efficient public transport system and I think that there is just not such a thing in the City of Sydney at the moment; I think the Council is doing its best to operate within the existing restrictions and attempting to cater for most of the people whether they be commuters or not. The idea of commuters is to have them come into perimeter parking stations and so on, but there are certainly problems.

BARRY YOUNG

Martin Place is closed, we are talking about pedestrianizing Pitt Street which is a pseudonym for closing it. I don't know what we can do about it now. Why? Because nobody's game enough, that's why. But the problems would be enormous because what you need is an integrated movement system and this is one of the things we are trying to investigate, ways of developing transport interchanges. When you improve your transport interchanges you get off these onto the pedestrian walkway into the city and then you can eliminate some of the cars. Eventual elimination of on-street parking, these are the sort of things that we're working up to; I would be delighted if somebody had the courage to close the whole city, it's an incredible idea.

The thing is, though, that you have a lot of other people controlling the city — the City Council controls relatively little and we're going to have to work out together with state and federal governments a reasonable scheme for the city that improves the pedestrian environment and reduces congestion; I think this is a long way to go but we're working towards it. Nothing was happening two years ago.

MR. JOHN CLARK

I don't mean to be up and asking questions at every session, but I have a question at every session. We've talked about pedestrian problems at cross roads. Half the problem is the fact that you have traffic turning left, you have people wishing to cross the street, you have buses stopping at these corners, everything seems to be collective as if we're in some sort of country village whereby you have to have the buses stopping where everybody knows they're going to find them because you just stick out your hand and catch it as it comes by. Why for example can't we have the bus stops placed in the centre of city blocks? This would aid pedestrian crossings, it would aid traffic which is to turn left — have you ever turned left out of Pitt Street into King Street? — you take the rear end of your car into your own hands every time there's a bus there. The buses cause queues because they hold up pedestrians while they're waiting for the lights to be red again. There's just a general lack of co-ordination between various government departments when it comes to what seems a simple thing like what the hell do you do with two streets that cross. Why don't you remove the people and the traffic far apart so that each has its own bit of territory.

ALDERMAN BARRY
LEWIS

Recently, several of the Aldermen and the Lord Mayor had a meeting with the Public Transport Commissioners and we understand from them that this matter is being looked at. This is one of the things which has been brought to their attention by the City Council.

BARRY YOUNG

I would just like to add we are going to have to go through a large consultation program to assess the constraints on pedestrian movement — we have to get people in talking about it — like the Council talking to the Commissioners — I'm fairly hopeful that Mr. Shirley is at least willing to upgrade the image of public transportation and I really think that he will probably be prepared to take some positive action to improve its operation and system which is what you are referring to. The system just doesn't work.

L. BLACK, COMMON-
WEALTH DEPARTMENT
OF WORKS

I would just like to ask one question relating to Martin Place and that is whether the possibility of light bridges over the streets has been investigated to enable the pedestrian traffic to keep on marching up Martin Place?

MR. MICHAEL
LLEWELLYN-SMITH

The real problem as Darrel said earlier is that while they could be easily erected and put in place it is the height to which the pedestrian would have to climb to get up and over. The amount of steps involved to walk up and down again when pedestrians can simply cross the road is really a serious drawback. The real problem is changing levels, you need to have an activity which will act as an attraction to induce people to do so. To go up just to come down is really a serious psychological problem.

ALDERMAN BARRY
LEWIS

At this stage, I'll thank our panel for giving us those very interesting insights on the action plans. I thank all of you for attendance and I trust you will be back for the afternoon session. Thank you very much.

END OF SESSION 2

ALDERMAN LEO PORT

Good afternoon ladies and gentlemen. This afternoon we have two sessions, this first one will last until 3.25, the end of question time, then there will be a coffee break until 3.45. There will be an introduction by John Doran the City Planner followed by five action plans and then a very short question time. The change in personnel is that Kerry Nash, Council's Senior Research and Information Officer will present the Newtown-Camperdown Action Plans instead of Doug Daines. Firstly, I call on John Doran to give an introduction to this afternoon's session.

JOHN DORAN - CITY
PLANNER, SYDNEY
CITY COUNCIL

Thank you Mr Chairman, good afternoon ladies and gentlemen. You have heard this morning and you will hear this afternoon details of Council's action planning program. This is only part of the whole issue, as you would well know. It's all very well to have all these action plans but they must go on from there to the necessary implementation of action. This was recognised in the Strategic Plan. The Council were given the tools with which to implement all these plans - the first thing that happened was the restructuring of the Building Surveyor's Department to form a Planning and Building Department. There were two ways in which this could have been done - to build up a mass of departments to do all this work without reference to outside consultants, and the chosen way, which was to build up a nucleus of a department and to use outside consultants - private consultants - for all the detailed work. To illustrate how far this has gone, over this particular period of planning from the Strategic Plan of 1971 to the end of the current action plan program we can see the need to provide for something like \$800,000 in consultants' fees. The Department itself has three basic aims: the first aim is to implement these action plans of course, that's what we're there for. In this implementation we deal with day to day work - the development applications. You can't stop these coming in while you plan, so the process is that all development applications are referred to our consultants for report as part of their action planning. We try to make better use of the knowledge that is within the Council itself - an example is our own Parks Department whose knowledge in city landscaping is second to none and this knowledge was kept exclusively for the Council. We hope now that that will be made available to private developers in order that this fund of knowledge can be spread much wider than it is. Our second function is to carry out action planning which we are able to do with our own facilities - you've seen an example of this this morning. Michael Llewellyn-Smith runs the planning branch of the Department and is carrying out 7 action plans in the current program. Allied to that is the need of course to update all these action plans and recognise the need to upgrade the ones that we are not handling ourselves. This is a rather difficult problem because you need some sort of continuity in order that developers may plan their developments - nothing happens overnight. You can't afford to make whimsical changes in regulations, more or less flitter from code to code. On the other hand, you mustn't let these codes become engraved like blocks of sandstone. They not only look like but they take up the function of tombstones. The third function as I see it is the coordination of authorities with which we're blessed or afflicted, depending on your point of view. There are a number of authorities we have to deal with in development and our role is not to cut out these authorities - we couldn't try, but each authority has its own sphere which overlaps into another sphere and where this overlap occurs it usually means the loss of Council's authority. Since we are trying to implement a constancy of policy, we try to consult these authorities before approvals are given so our approvals will contain their requirements. An example of this is the Height of Buildings Committee. Our policies are being spread. I heard only yesterday that our floor space code has been adopted except for minor changes due to local conditions in a capital city of another country. Unfortunately we haven't been able to have our own Height of Buildings Committee do the same yet. But we're still trying. So without further ado, I would like now to introduce the Chairman of the afternoon session, the person known to us as the Minister for Pedestrians in the City, Ald. Leo Port.

ALDERMAN LEO PORT

Thank you John. The first two presentations concern Surry Hills. They'll be presented by two members of the Urban Systems Corporation, the first part being Surry Hills Precinct C3 which is the residential Precinct, presented by Peter Lindwall, the Project Director.

PETER LINDWALL -
URBAN SYSTEMS
CORPORATION.
PROJECT DIRECTOR
FOR TRANSPORT-
ATION PLANNING FOR
EASTERN PRECINCT.

The objective of the Action Plan for the Surry Hills Residential Village Precinct is to prepare a comprehensive detailed plan for the expansion of the residential component at the continued existence of the intimate village atmosphere created by groups of terrace houses.

The precinct is located about one mile in a south-easterly direction from the CBD. The area is linked to the City by strong north, south connectors, Bourke Street, Crown Street and a high level of public transport both bus and rail. The areas adjacent to the precinct are Taylor Square to the north, Moore Park, the Showground and Centennial Park to the east, Redfern to the South and Surry Hills Industrial Precinct to the west.

The precinct covers an area of about 130 acres and contains a population of 7,138 people.

As part of our work in preparing a detailed plan for the Surry Hills Residential Precinct, we are carrying out an extensive public participation programme.

This programme has included the distribution of questionnaires to all the residents of Surry Hills. This questionnaire was also prepared in six languages to communicate with the large non-English speaking population in the area. A questionnaire aimed at commercial interests was also distributed to the business and industrial premises in the area. In addition to this, letters have been sent to government bodies, private organisations and Aldermen concerned directly with the precinct, inviting them to participate in the plan.

The aim of the public participation programme is to attempt to tabulate the goals, needs and problems of the community of Surry Hills. These needs and goals will form the basis on which the detailed plan for the precinct can be built.

This programme is now well under way and so far we have had a 12% response from the residential questionnaire. We have begun to tabulate the needs and problems of the residents of the area and already we are forming a clearer picture of the goals of the community.

I would therefore like to direct this discussion to the problems and needs of the residents of Surry Hills as they have communicated them to us through their responses to the questionnaire.

The views expressed in the remainder of this discussion will therefore mostly be the views that the residents have expressed in the questionnaire answers.

The residents would like to see a reinforcement of the existing residential environment by:

1. The deflection and re-routing of through traffic from either or both of the north-south connectors, Bourke and Crown Streets. The deflection of this heavy through traffic from the area offers the opportunity for creating a truly residential environment without the continuous conflict between people and cars which tends, at present, to split the precinct into three sections.
The north-south and east-west traffic routes from a strong traffic grid around and through the area, and as these major arteries fill up the traffic overflows into the small residential streets causing increasing noise pollution.
2. The provision of more off-street parking facilities. Parking appears to be a big problem for residents who own cars. The old terrace houses don't provide space for car parking, and residents must park in streets. However, they have competition from the residents of outer suburbs who work in the city and use the streets of Surry Hills as a commuter car park. Many residents suggest the enforcing of a car sticker system to keep commuter cars out of the residential streets. They would prefer to see a system of resident parking permits rather than large parking stations in the area.
3. The continued restoration of terrace houses. The dominant use in the precinct is residential and the terrace house is the dominant form of residential accommodation. The restoration of individual and groups of terrace houses has been increasing over the last few years in the area. The restored terraces are reinforcing the existing character of the area, accentuating its historical and architectural importance as well as providing residential living at reasonably high densities. Housing stock is of generally high standard and the resources they represent should not be wasted in redevelopment. Many residents feel that controls should be placed on terrace house restoration to achieve a uniformity of facades, with the careful use of colour and materials.
4. A restriction on high rise flat buildings. The volume of new development in the area, mostly in the form of residential flat buildings between 3 and 8 storeys, has not been very substantial. The lack of redevelopment can be put down to two main reasons. First, the floor space ratio controls and, second, the increasing interest in the existing terrace houses as a form of modern day living. Where residential flat development has taken place, so far it is out of character with the surrounding environment in almost every case.
5. The encouragement of low rise medium density town house development in favour of walk-up flat buildings, provided that the character, materials and style of the new town house development is in sympathy with the existing terrace houses.
6. Residential accommodation to provide for a wider range of people on a low rental basis for the aged, migrant groups and students, in an attempt to retain the mix of people that many residents feel give the area its life and character. The vitality of the area owes much to the presence of many different ethnic groups whose work, churches, schools, clubs and shops are nearby. The increases in property values in the area have already forced out many migrants, older residents and socially disadvantaged people who are unable to afford rapidly rising rents.
7. The displacement of industries from the area, which cover large site areas, emit pollution or generate a large amount of heavy traffic. Many residents feel that smaller industries are an asset to the area, since they provide employment for locals and, in some cases, occupy buildings of historical interest.
8. Cleaner streets and a general clean up of the area starting with a better garbage collection service, an effective street cleaning program, pollution control on factories and improved street lighting.
9. An improved shopping centre. The present shopping facilities serving the area are to be found near the intersection of Cleveland and Crown Streets. Many residents find this form of ribbon development shopping centre unsuitable and the variety of shops inadequate. The Department of Main Roads intends to widen Cleveland Street on the northern alignment, this will displace a large number of the outmoded shops. The Action Plan could provide an incentive such as a large shopping complex near Cleveland Street to encourage redevelopment which in turn will expedite the widening.
10. More community centres to provide facilities for the aged, the poor and more playgrounds for children. Many residents feel that the education facilities within the area need improvement. There is a need in the area for special provision to be made by the Education Department for dealing with the peculiar problems of inner-city children. Pre-school and kindergarten services need to be revised and expanded.
11. More parks and playgrounds within the precinct, the preservation of Moore Park and Centennial Park, and the landscaping of existing parks and tree planting in streets. Many residents feel that small streets could be closed and made available for pedestrian use with the creation of small parks.
12. The majority of residents who answered the questionnaire maintained that the area of Surry Hills basically functioned as a residential environment, with the advantages of 'close to the city living', except for several deterring factors such as through traffic to and from the city, large non-conforming industrial uses, a lack of neighbourhood open space, the lack of a compact shopping centre and inadequate off-street parking.

It should be noted here that there are a number of conflicts among local residents over future development policy. The conflicts lie in four differing positions:

- a) Some owners originally stated that they did not care what happened to the area, as long as their properties increased rapidly in value, so that when they sold, they would make a good profit.
- b) There are some residents both owner/occupiers and tenants, who under no circumstances would wish to leave the area.
- c) Whereas a number of owners would sell if the price was right, they had not considered it as a probable move. They had not considered the alternatives available.
- d) Tenants, many on low incomes, who chose the area to live in, and would not like to see property values rise as this would also mean a rise in rents.

However, most are agreed that the area should remain residential, providing that this does not detract from the value of their property. All recognise the importance of the community supports offered by the area, for the immigrant in his first years in Australia.

The slide on the opposite screen shows the statement Action Priority 2E of the City of Sydney Strategic Plan. The statement presented a framework for the Surry Hills Residential Precinct by defining roles, problems and potential of the area. The work carried out so far including the results of the questionnaire has been consistent with this framework.

The needs and problems of the residents, as discussed today, are the ones that appeared again and again in almost every questionnaire response. There are over 60 other needs and problems communicated to us in the residents' responses, ranging from suggestions for underground electricity wires to an art and education centre. All these will be considered in the Action Planning Process.

When we have compiled all of the needs and problems as seen by the residents, we will distribute a synopsis of these to the residents for their further comment. This will also give the people who have not participated in the first stage of the programme the chance to do so.

From this process the Action Plan for the Surry Hills Residential Precinct begins to take shape.

ALDERMAN LEO PORT

The second precinct in Surry Hills is C1 which is between this residential precinct and the Railway and the Project Director is Mrs Sonja Lyneham.

SONJA LYNEHAM – URBAN SYSTEMS CORPORATION. PROJECT DIRECTOR FOR WEST SURRY HILLS

1.0 INTRODUCTION

West Surry Hills lies in the south-east quadrant of the City of Sydney, seven-eighths of a mile from the Sydney GPO. It adjoins Australia's largest commercial/financial centre and is served by the nucleus of the public transport system – Central Railway. At the moment Surry Hills rides the crest of a wave, its future is uncertain but its potential is great. In 1958, the County of Cumberland Planning Scheme slated the area for slum clearance. The 1971 Planning Scheme Ordinance has zoned the area for light industry 4(b). The Strategic Plan saw it as an integral part of the City, supporting the essential functions of the City. The Action Plan will take a fine scale approach to the problem. It will not be another broad brushstroke zoning plan. Instead it will involve a detailed investigation of forces operating in the area and will culminate in the prescription of policies and measures which attempt to alleviate existing problems, minimize the probability of serious new problems emerging and maximize opportunities for continued fulfilment of long-term objectives.

Surry Hills of tomorrow will emerge as a response to forces operating both within and outside the area. The complexity and richness of the area as we see it today has evolved over decades of growth and depression, chaos and stability.

2.0 EXTERNAL FORCES OPERATING OUTSIDE THE AREA

Surry Hills is an integral part of the City of Sydney. In defining the role of Surry Hills it is necessary to see it as part of a larger structure. The "highest and best use" for the precinct can only be determined by looking at the needs of surrounding areas and the City as a whole.

The late 1960s boom in office space posed pressures on areas as far afield as Surry Hills to convert factory space to office space and to construct new office premises. Developers frequently want to build office buildings in remote inner city areas to diminish the chances of competition. As a result they deny themselves the opportunity of tenants moving up through various grades of older buildings. Older marginal buildings are eliminated. New projects are thus deprived of serving the tenant who wants to upgrade his office space, improve his working environment, or alleviate cramped conditions, but who has only limited resources.

Office space is not homogeneous. Before we permit or prohibit office space, it is essential to understand and define the family of sub-markets:—

- 1) Major institutional – banks, financial institutions;
- 2) General commercial – strong sales orientation requiring vehicular transportation;
- 3) Medical/Dental – this market is rapidly decreasing as doctors locate near hospitals;
- 4) Quasi-Industrial – mutation;
- 5) Pure Industrial – part of a major industrial building complex.

The construction of the Western Distributor, land speculation and office development is forcing warehousing and service industries (printing) to seek new locations. Part of this demand is being deflected to West Surry Hills which acts as a support area for the City.

An essential feature of the Strategic Plan is its attempt to bring people back into the City and to arrest the declining population trends. Terraces throughout Surry Hills are being renovated as the community becomes aware of the scarcity and potential of this form of housing.

Action Planning must be aware of the competing demands for space and must determine an appropriate mix of uses that are inextricably tied to the City they are to service.

3.0 FORCES OPERATING OVER TIME 1793-1972

Tracks used by the settlers determined the boundaries of the land grants and subsequently the awkward shapes and alignments that exist today. The gold rush and its aftermath saw many disillusioned people returning to the City for employment; many Chinese groups turned to market gardening, sold their products at the Hay and Campbell Street markets and found cheap accommodation in Surry Hills.

The depression caused many people in rented accommodation to move to outer suburbs where they could buy houses. Industry began to move into the area (Albion Brewery). The 1920s and 30s saw the area deteriorate to become a breeding ground of vice and corruption harbouring gambling, brothels and street gangs.

During and after World War II, many of these elements were removed with the influx of migrants into Sydney. Warehousing and industry, particularly clothing, concentrated in the area.

The County of Cumberland Planning Scheme slated the area for slum clearance in 1958. Since then the Australian community has become aware of the scarcity and potential of terrace house accommodation found throughout Surry Hills. This growing awareness has generated a wave of restorations and improvements to terraces within the area.

The downtown office boom of the late 1960s has created pressures to convert factory space to office and to build more new office space.

4.0 THE RESIDENTS

An invitation to participate in the planning programme has been extended to residents, ratepayers, commercial and industrial establishments, charitable institutions, government and non-government bodies. Questionnaires have been sent to each resident, ratepayer and commercial/industrial establishment. To date, a 12% response rate has been achieved.

Surry Hills is a home and refuge for a wide section of the Australian community — the migrant, the young swinger, the homeless man, the working class man and the pensioner. There are a total of approximately 3,764 residents in Surry Hills West. The population has exhibited a steady decline from over 6,000 in 1954 to nearly half by 1971.

The population structure of the area differs markedly from the State average, with only 31% under 24, as opposed to 45% for the State. As well as an aging population, there is an extremely high migrant population. In fact, the Australian-born population totals 44% as opposed to a State average of 83%.

The majority of the workforce are engaged in manufacturing. This figure is 38% and is significantly higher than the State average of 29%. The resident population is intimately tied to the functions of the City. It is estimated from the Journey to Work Survey that approximately 70% of the resident workforce were employed within the City of Sydney, Redfern, Ultimo and Chippendale. The results of the questionnaire reaffirm the close ties between the residents and the City as a place where they work, play and shop.

The drop in the total number of dwellings has not been as significant as the population decline. As a result, the total number of unoccupied dwellings has increased from 61 in 1966 to 136 in 1971. This is an indicator of the growth potential of new redevelopment projects.

The remaining residential accommodation consists of 73% houses, 11% flats and 16% miscellaneous private dwellings. An extremely high proportion of this residential component (41%) is rented accommodation. The results of the questionnaire indicate a wide rental market ranging from \$9 to \$49 per week.

Residents of Surry Hills considered proximity to the City and to work the two most significant reasons for living in Surry Hills. Inadequate parking, traffic, industry and poor maintenance of buildings and streets, noise and pollution were factors that detracted from the area. Residents felt strongly that the residential role of Surry Hills should be strengthened by rezoning industrial areas to residential use and rehabilitating existing residential buildings. The need for more trees and parks was seen as a means of improving the image of the area. The chaos caused by inadequate parking and heavy vehicular movement instigated residents to request provision of more parking facilities and solutions to traffic problems.

The diverse population characteristics give the area the character and flavour it has today. It is important to recognise that while planning is able to control the built form, it is far more difficult to retain the people that live in the area. If the objective is to retain these people, then it is essential to provide a wide range of housing accommodation and job opportunities.

5.0 COMMERCIAL/INDUSTRIAL ACTIVITIES – RESULTS FROM QUESTIONNAIRE

The clothing and printing industries constitute the two most significant industrial activities in the area. The clothing industry consists of textile wholesalers, belt manufacturers, clothing and shoe manufacturers and clothing showrooms. The printing industry is equally diverse, consisting of general printers, newspapers, specialist typesetters and platemakers and publishers. While these constitute the two major groups, a wide variety of other activities, such as car repairs, electrical contractors, adhesives, furniture manufacturers and wholesalers, etc. are found throughout the area. Other activities, such as advertising agencies, insurance firms, etc. are also moving to the area. The majority of the firms are relatively small-scale activities relying on low overheads (54% leased) and agglomerative economies for their survival. Surry Hills offers them space at reasonable rates, proximity to bus and rail facilities and nearness to customers. These were given as the three most significant locational requirements of firms operating in the area. 76% of the firms interviewed intended to stay in their present locations. The majority of the 24% that intended to move were either seeking to expand, move to modern premises or dissatisfied with offstreet parking facilities. (The results of the interviews show that there are 3.6 cars per offstreet parking space.)

6.0 EXISTING STRUCTURE OF SURRY HILLS

Land Use: The north/east sector of the Precinct still retains many of the terraces completed in the late 1800s. Many of these are in a state of disrepair while others are being restored for residential or commercial use.

Large warehouse/factory and commercial activities appear to concentrate around Central Railway Station and along Elizabeth Street. Hotels are dotted throughout the area, and the nucleus of a more urbane licensed restaurant strip is developing along Elizabeth Street. Community and welfare facilities appear to be haphazardly scattered, and inadequately linked to surrounding areas.

While the Precinct adjoins two major city parks – Belmore Park and Prince Alfred Park – access to these parks is poorly defined. The problem is compounded by the existence of only two small parks within the area.

The existing street pattern was developed to meet the needs of terrace accommodation. The system of narrow back lanes was intended for the removal of night soil from homes in the area. The larger subdivisional pattern emerged as an historic series of accidents. The existing system is largely obsolescent; redeveloped super-blocks need to be defined and the lanes turned into imaginative commons and pedestrian walkways.

Building heights vary from one to over eight storeys. The tallest buildings are concentrated along Campbell, Elizabeth Streets and Central Railway.

The Age and Condition of Buildings varies throughout the area. The majority of terraces (except for those recently restored), while in relatively poor condition, are worthy of preserving. Terraces along the western side of Riley Street have been noted worthy of preservation by the National Trust. Warehouse, factory and commercial premises completed in the post World War II era appear to be in reasonably sound condition. The City of Sydney Strategic Plan sees this as a support area. Hence, new development should be consolidated to prevent scattered development throughout the area and the remaining areas should be maintained for future City expansion.

The beginnings of an **Environmental Appreciation** results from an understanding of the interplay between the natural and man-made environment. West Surry Hills is situated on the side of a series of spurs, with the main slope facing west. Crown Street forms the top of the ridge. The main slope starts steeply at Riley Street and eases along Elizabeth Street. A tree planting programme initiated by a City Council Alderman in the early 1900s has resulted in a series of pleasant tree-lined streets. A number of more detailed elements such as interesting terrace corner shop building facade and small meeting place add interest to the more general environmental analysis.

The land valuations were carried out by the Valuer General's Department in 1968. Since then, prices have risen sharply. Industrial premises have risen from \$134,000 in 1968 to \$280,000 in 1971. Residential accommodation has exhibited a similar increase rising from \$8,500 in 1968 to \$37,000 in 1972.

Interest in the area is reflected in the growing number of site amalgamations. The resultant consolidation pattern indicates that the problem of site amalgamation has in many instances been overcome. This provides an opportunity for either comprehensive redevelopment or rehabilitation.

The volume of development applications has been increasing rapidly since 1964. These applications are scattered throughout the area. There has been a substantially higher proportion of warehouse/factory establishments constructed since 1964. Recent development applications indicated that demand has been deflected to mixed office/shop development and office development. Developers are clearly more concerned with providing office than warehouse/factory accommodation.

7.0 TRAFFIC AND PARKING

Elizabeth Street constitutes the strongest north/south link between West Surry Hills and the Central Business District. It acts as a major escape route for southbound traffic leaving the City. West Surry Hills is bounded and traversed by strong east-west movements unlike the dominant north-south movements in adjoining East Surry Hills. A significant portion of the traffic is generated by people from the East and South-east of the City to the West and North-west areas (and vice versa) who try to avoid major delays in the Central Business District.

Inadequate parking facilities, both onstreet and offstreet, constitutes a most acute problem within the area. The construction of new buildings eliminates the existing stock of offstreet and kerbside parking facilities. The increased parking difficulty within the Central Business District has caused the problem to be deflected to Surry Hills with CBD workers using the area as a free onstreet car park. Increased vehicular movement throughout the area increases the number of conflict points between parking and movement. Cars are parked illegally, making movement along narrow and tortuous streets and lanes a hazardous experience.

Because of this inadequate parking provision, residents find it impossible to park either in front of or within walking distance of their homes.

8.0 PROBLEMS

Landscape

- inappropriate juxtapositioning of uses: high-rise office, residential, industrial/residential
- poor connections between community facilities and surrounding areas
- state of disrepair of buildings throughout the area
- isolated residential development
- displacement of low cost housing
- displacement of low rent service space

Pedestrian Environment

- lack of small parks and playgrounds throughout the area
- lack of lunchtime eating/recreation areas
- poor access and connections
- too large parks on the outskirts of the area
- narrow disused lanes
- barren footpaths (lack of trees and street furniture)

Movement

- strong east-west movement
- conjection in narrow NS streets and lanes
- conflict between moving vehicles and parked cars
- inadequate offstreet parking and loading on streets

9.0 OPPORTUNITIES

Land Use

- consolidate and focus commercial/industrial development around Central Railway
- expand the residential role of Surry Hills
- encourage mixed commercial/residential developments
- establish the need for various types of housing, e.g. moderate priced accommodation for aged and pensioners
- potential for renovating and rehabilitating terraces and old industrial buildings

Pedestrian Environment

- creation of additional parks by closing parts of back lanes and creating cul de sacs from throughstreets
- create pedestrian network which links the major parks with activity centres within the area
- tree planting and street furniture programme

Movement

- rationalize E.W. movement by road widenings and street closures
- improve offstreet parking facilities for non-resident users
- investigate use of parking stickers by residents

In conclusion, our concept of a good city area should go beyond the renewal achievements in well-designed buildings, plazas, malls, parks and the fabrics of pleasant neighbourhoods. The planning of Surry Hills, while providing a physical solution to many problems must also recognise the socio-economic needs of people and activities within the area — low rental commercial space, moderate priced housing, senior citizens housing, school extensions, hospital facilities, churches, libraries, etc.

ALDERMAN LEO PORT

Thank you. You can see, ladies and gentlemen, that Sonja was one of the team that prepared the Strategic Plan.

The next action plan, dealing with Newtown/Camperdown, presented by Kerry Nash.

KERRY NASH —
SENIOR RESEARCH
AND INFORMATION
OFFICER, SYDNEY
CITY COUNCIL

The Camperdown and Newtown Precincts are located north and south of the Royal Prince Alfred Hospital and are on the western extremity of the City of Sydney Local Government area, and adjoining the Municipalities of Marrickville and Leichhardt.

The Camperdown Precinct is shown on this slide and I propose to deal with the progress to date on the planning of this Precinct first.

This is a copy of the Statutory Plan as prescribed in 1971 and as you can see Camperdown is to the north of the University and Hospital complexes and Newtown is to the south. This gives you a context of both these Precincts in a statutory scheme.

In the early 19th Century, Governor William Bligh acquired an estate of 220 acres and named it Camperdown Estate, which was a famous naval victory in which he participated. A portion of the Camperdown Precinct occupies a part of this original estate and from the early 20th Century industrial activities began to establish in the area. The topography of the area is generally level and low lying and the Statutory Planning Scheme designated the Precinct mainly Light Industrial, which reflected the fact that there were many small industries within the area. The Royal Alexandra Hospital for Children is also located within the Precinct. The Strategic Plan recommended that investigations be made into the desirability of rezoning part of the Precinct from industrial to residential use.

One of the major considerations in the detailed planning of the Precinct will be the short and long term aims of the two respective hospitals with regard to land in the Precinct, and it is quite feasible that the Royal Prince Alfred Hospital, in particular, may expand northwards into the Precinct.

There are several large industrial undertakings in the area, including a major biscuit factory and some textile and clothing factories. However, the majority of businesses are warehouses, automotive spare parts, car repairs, grocery distributors, building material and building maintenance services, auction sales rooms and other small shops. From discussions with businessmen in the area, they do not appear to have recruitment problems as there is a pod of workers in the surrounding areas with the skills necessary to work in the establishments and because every bus service to the western suburbs passes through the Precinct, that large labour pool can be utilised. The road patterns, which were laid down in the late 19th century are inadequate for the traffic movement that occurs within the area, particularly in those parts which are served by large vehicles. Several industrial concerns have acquired land for their own car parking and a survey has been carried out on the extent to which further lands are to be acquired by them.

The only vista of any interest is that along Dunblane Street to St Johns College, but having regard to the development along the street it is difficult to see how this can be improved.

There has been some new building activity in the Precinct, including a major motel located opposite Royal Prince Alfred Hospital, some apartments and some small office blocks. Warehouses within the Precinct have been extensively renovated in accordance with the general trend which seems to be occurring in the inner suburban areas of the City.

There are some residential uses located amongst the industrial activities and these are generally small detached cottages which are in a poor state of repair. There are very few community facilities within the Precinct, and the only significant open space is Camperdown Park which is adjacent to the Precinct, within the Marrickville Municipality.

The following surveys have been completed in Camperdown and Newtown and details will be discussed in the Newtown report:—

- (1) Buildings and Activities Survey;
- (2) Age and Condition of Buildings Survey;
- (3) Rehabilitation Worthiness Survey.

It is expected that some of the major industries will remain within the Precinct largely because of their existing capital commitments and in all probability the minor industries will remain also. The influence of the Hospital and the University expansion programmes will be critical to the future of the Precinct, and because of the boundary location, there will be liaison with the Councils of Leichhardt and Marrickville in order to ensure that planning for the Precinct is considered in a valid planning context.

Now, if I may discuss the Newtown Precinct. Its history reveals that it was almost fully developed during the period from 1880 to the 1900s and the majority of the development constructed during that period remains to the present day. The housing consists mainly of terrace cottages but there are some three-storey walk-up flats that were erected in the early 1960s and which clash with the scale of the terrace houses.

The King Street frontage presents a largely unbroken line of individual shops with dwellings above. About 15% of the total Precinct has been acquired by the Department of Education on land south of the University of Sydney. The land is at present occupied by temporary buildings and the

Department's short and long term aims will be an important factor in considering the desirable future development of lands along the King Street frontage which are south of the Education Department's holdings, and which are located on the ridge along which King Street runs. There are a few vistas within the Precinct and an example is the closed vista of St. Stephen's Church Spire along Victoria Street which could be improved by the undergrounding of overhead wires, and some widening of the road on the south side.

There are industrial intrusions into the residential area and these occurred in the 1920s and 1930s, and amount to about 8% of the total area of the Precinct.

There are three fenced children's playgrounds within the Precinct and there is a small park adjoining the Aged Amenities Centre. The latest census figures available (1966 census) reveal a total population of 1800 within the Precinct, and compared with the Australian average, indicate a deficiency in the 1-20 year age group for both sexes and an above average content in the 20-35 age group for males.

Vehicular traffic along King Street is slow and the volume has decreased in recent years, apparently due to the filtering of vehicles through the Precinct. Obviously planning proposals will be brought forward to prevent this filtering process which has caused complaints from residents, and danger to children and old people in particular.

A recent trend has become obvious where the housing stock has been renovated and this is having an effect of vastly improving the streetscape but the values are also rapidly rising. For instance, a two storey terrace which could be bought for \$8,000 in 1969 sold in 1972 for \$18,000, before being renovated. After renovation, it was worth \$24,000. From very preliminary surveys it seems that the new residents are in a higher socio-economic bracket than the previous owners and this is an example of how other influences outside planning cause the relocation of people, particularly in a country like Australia which has a long history of private home ownership. The market alone is causing this relocation of people, for although the Statutory plan proposes the area to be redeveloped, there has only been six small three-storey blocks of flats erected in the last 12 years and the high sale prices are being paid by people wanting to live in the terraces and not by developers.

As well as the normal Building and Activity Surveys, and Age and Condition of Buildings Surveys, we have carried out a survey which rated the "Rehabilitation Worthiness" of the housing stock. The factors taken into consideration were the condition of the structure and general state of repair, the fabric of the walls and roof, and a comparison made with similar cottages which have been or were being renovated. Then a subjective decision was made and the cottage was given a grading of 1 to 3 with category 1 indicating that a cottage was worthy of preservation and was likely to be rehabilitated, down to category 3 which indicated that it was not worthy of rehabilitation and was not likely to be rehabilitated. These surveys were monitored for uniformity of categorisation between similar cottages and the information was transferred from the survey cards and graphically portrayed.

Based on these surveys, together with the realisation that the market forces are causing renovation of the cottages, it has become obvious that the existing housing stock should be largely conserved. This proposal is in conflict with the Statutory Scheme which proposes redevelopment, and is an example of the inadequacy of the current statutory process in dealing with change.

The redevelopment zoning may have been appropriate when the Scheme was commenced 20 years ago, but it is not valid today.

The Strategic Planning system of "planning and review" is obviously suited to handling today's rapid changes but it will need to be reinforced eventually by legislative action to update our statutory system.

Because of the rehabilitation and price of the terraces, it is reasonable to assume that the people have accepted the residential area as it exists as being a desirable environment and that radical and expensive changes involving demolition and development would be resisted by them. However, a public participation programme has been evolved wherein it will be possible to seek the people's reactions to alternative planning proposals for the area, prior to the final recommendations being made to Council. It is intended that this public participation programme will begin early in 1973.

ALDERMAN LEO PORT

Kerry Nash is a member of Council's planning staff.

The next speaker, Jim Colman of UDA wrote the first report for us before we became Aldermen in 1968 called 'The Plan for Sydney' which really started to define for us what was wrong with Sydney and what had not been done as regards planning. His action plan for which he is the Project Director is Ultimo.

JIM COLMAN — URBAN DESIGN ASSOCIATES' PROJECT DIRECTOR FOR ULTIMO PRECINCT

Mr Chairman, the fairy prince lived in Martin Place — the ugly sisters probably used to drink coffee with Rowie Norton at the Cross — and Cinderella lives in Ultimo, or she did until recently, because there aren't going to be any houses left in Ultimo if current plans are implemented.

Our study is an extremely interesting one because in general planning terms the area has been forgotten for so long. It's very much a backwater, dominated by large institutional uses and mainly controlled by government. The "depression" which one can see in the area at the moment is therefore a byproduct of governmental lethargy, the relative absence of a residential population and of an active business population large enough to exert political pressure. Thus the area has been forgotten — we all know it's there, but very few people ever venture into it unless they're market oriented or unless they're students.

The Strategic Plan for the city set up some guidelines which in many respects compete with, and in fact conflict with the implications of the Statutory Plan for the city. This is nothing new. It seems to have been discovered by most of the Project Directors, so that right from the word go we have

had problems. At the same time, the Strategic Plan set up a couple of ideas to be kicked around by us — one was the "cité Universitaire" idea. Our study so far suggests that this is a romantic unobtainable concept unless a residential component of some magnitude can be injected into the area.

The World Trade Centre was another idea that was promoted by the Strategic Plan and I think we are putting a question mark on this as a result of our studies to date if, in fact, it means large scale commercial office development. It will not necessarily mean that, but I think those two ideas which appeared in the Strategic Plan are questionable, and that we are somewhat cautious about them. In some Precincts the Strategic Plan obviously offered a sound route to what might be an ultimate planning framework. In Ultimo I think we have come up with a sufficient amount of information and data to give us certain reservations about the ideas which have already been voiced.

I would now like to show some slides, with a brief commentary to support them.

1. The statutory planning scheme for the area — a piece of psychedelic mumbo-jumbo with which we're all familiar.
2. Next, the study area zonings with the special uses flanked on the north by the Ultimo interchange, with Broadway and George Street coming through in the left bottom. That yellow area bounded by the "ferocious" red and white Freeway reservations is what we are trying to grapple with.
3. Next — the Strategic Plan which set up certain guidelines we're in the process of analysing. There's not much of a linkage between Ultimo and adjacent study areas in social terms except to the north-west in the Pyrmont area. If the Expressway goes ahead as planned, those linkages will probably be demolished; in fact our precinct is one in which we have very few residents, and so we haven't got this rather time-wasting and unpleasant duty of seeking the participation of the people because we haven't got any! The D.M.R. has helped us here by putting a reservation on an area which accommodates about 500 people. If the expressway goes ahead then those people will be relocated. If it doesn't, then there is a very ambiguous distinction between Ultimo and Pyrmont. The two options here which are being explored are:
 - a) Expressway does go ahead as planned,
 - b) It doesn't.
4. Next is the first look at pedestrian movement and open space. Open space is a major problem in Ultimo. The plans for the Institute of Technology provide a certain amount of open space on site but basically the area is very hard, very urban and offers very little relief.
5. Next is the development in Darling Harbour towards the end of last century. It was virtually fully developed at that time.
6. Next is an early study which was done about 4 years ago, looking at what might happen to the markets area. All this is past history but it does show that the Ultimo precinct became a matter of concern quite recently; people started to think about this within the last four or five years. We are now retracing a lot of this earlier ground.
7. Next, the Civic Survey Sheet, the old base map for the city — not very interesting as a slide from a distance.
8. Next is an aerial shot showing the texture of the development to date, dominated by large scale commercial and educational uses with the markets and their roofs showing very clearly. One of the issues which we took up earlier with the Council was the location of the northern boundary to the study area which had been earlier defined rather arbitrarily as the boundary of the markets area. We have taken the liberty of extending the study through to Goulburn Street which is in fact one of the access ramps to the Expressway.
9. Next is a lower level view looking towards the city with the markets and the old Sydney Tech. in the foreground — a very unattractive run-down area with very little sparkle and, if you take out the students and the barrow men, not much left in the way of human life. Ruth Park never lived in Ultimo I'm afraid; otherwise we might have had some points of interest to retail on the human side, comparable to those which flow from her novels about Surry Hills and "Darlo".
10. Next is a view showing the impact of the railways development and the upper Darling Harbour facilities which have a ripple effect right through into Ultimo. In fact, the railway is one of the few strong linkages between Ultimo, the markets and the Darling Harbour area.
11. Next is a view across Railway Square into the educational precinct. Some of these buildings are owned by the Department of Technical Education and the plans for the expansion of the Institute of Technology constitute a major constraint. We have analysed the reports which are publicly available for the growth of the Institute and I think we can say that we are somewhat concerned at the scale of the proposals, and that our concern has been echoed by many other groups in the city.
The same can be said about the scale of the D.M.R.'s proposals which come up rather innocently on this sketch showing the current plans for the Institute of Technology. You can see that these two major public investment projects leave very little in the way of leeway or "soft" areas for other uses or possible private sector operations.
12. Next shows the first 3 towers of the Institute of Technology on the Broadway frontage. The plans for the remainder of the campus have been described in some detail in the report of the study group which looked into the growth of this Institute. The educational colour and flavour of the area is already set and there's no doubt that this will be a major component in the area in the future.

From our evaluation of this official proposal, it's clear there has been some attempt to look outside the ownership of the Institute. However, the study is still rather an insular one and we are hopeful of establishing some more appropriate guidelines for integrating the Institute with the Sydney Tech. and the privately owned land that remains. Questions of pedestrian and vehicular movement are vital to this process of integration.

13. Next is the Railway Square area — not very clear I'm afraid. That's another problem area in its own right.
14. Next is a mock-up of the Ultimo interchange in grossly simplified terms. I think the visual impact of the thing starts to become quite real when one looks at it in these terms. The actual form of the expressway, of course, is a complex of concrete ribbon. It's not just one deck, but rather a formidable physical element which somehow or other has got to be studied with great care. It is clear that the D.M.R. project will have a major impact on the quality of development in Ultimo in the future.
15. Next is a City Council proposal for short term cosmetic treatment in Dixon Street. The oriental business community is already looking at more ambitious aims for the creation of an oriental bazaar of considerable size and we feel that this has a lot of merit because it will be basically a low scale operation, which could complement the existing mixture of entertainment and other small scale business uses. The sector is so small and so constrained that the growth of major office or commercial development seems to be a non-starter right from the word go, unless it's absolutely disassociated from on-site parking.
16. Next shows some existing residential streets in Ultimo — this happens to be within the Freeway reservation.
17. The caption on the next is 'The battle starts for Sydney's hottest piece of real estate' and for some reason or other Ultimo is dead centre. This slide for what it's worth does indicate that there must be some commercial interest in the area.

To summarise the present situation, I think I can say that although there has been very little recent development in the study area, there are major official plans on the books at the moment. No matter what avenue we follow we seem to finish up with the situation where we've got an expressway authority, educational authorities and markets authorities virtually dominating the scene. Each of those authorities can apparently make decisions — unilateral decisions — or they can make decisions within some kind of unified planning context. And that is where we come in! From our work to date, there are three clear cut options which have emerged:

- The expressway plans — YES or NO.
- The markets — TOTAL or PARTIAL REDEVELOPMENT.
- The Institute of Technology — GROWTH AS PLANNED, or AS MAY BE MODIFIED.

From a study of these options, and various combinations of them, we hope to formulate proper guidelines for the area as a whole. In a nutshell, we have an area which is geographically very small, but which in planning and environmental terms is very complex.

Thank you Mr Chairman.

ALDERMAN LEO PORT

TERENCE P. BYRNES —
WELLINGS, SMITH AND
BYRNES PTY. LTD.
PROJECT DIRECTOR
FOR PYRMONT
PRECINCT

I might say that in his report in 1968 Jim drew our attention to the fact that we had to do something about Paddy's Markets and we've been advocating that action ever since. The last of this bracket of action plans dealing with Pyrmont will be presented by Terry Byrnes.

This material was presented simultaneously with the projection of appropriate slides illustrating the points made.

'In 1806,' take your minds back 160 odd years, 'a selected party of ladies and gentlemen made an aquatic excursion from Parramatta to Captain MacArthur's estate in Cockle Bay, Darling Harbour. Being highly favoured by the uninterrupted solemnity of a celubrious atmosphere, after examining with inexpressible satisfaction the picturesque beauties which that romantic scene afforded.' The writer goes on to say, '... in the enviable retirement, one of the fair visitors was pleased to give the appellation "le rapport de l'armitie", the estate receiving at the same time, the name of PYRMONT. From its pure and uncontaminated spring to the nature beauties of the place.'

Much of Pyrmont's history predates this century and most of Pyrmont is explained by the chain of events through the latter half of the 1900s, it is relatively new and yet it is relatively old at the same time. Between 1840 and 1850 it started as a shipyard and quarries with workers' housing — there was at that time about 130 houses but note, at the same time about 103 commercial activities. Emphasising the fact that the history of Pyrmont is a little unlike the history of other parts of the city explained in previous papers this afternoon, in that Pyrmont had a very characteristic industrial function right from its beginning.

The rail line was a significant factor in its development in the 1850s, through, in particular, its connections to the ships' berths. Then in 1858 Pyrmont Bridge opened and boom time began. In about 1893 the rail terminal was completed and we had the wool stores on their way. In about 1898 to 1902 we saw the last of residential buildings in Pyrmont, so there has been nothing of a residential nature built there in the last 72 years.

The Strategic Plan emphasises the need to study the area in particular detail. Page 91 refers to the future role and potential of Pyrmont Peninsula noting that it can only be clarified through a detailed process of survey and planning.

We would agree, because we are at the moment grappling with what the future of Pyrmont could be, in rather more conceptual terms. The strategy of the Strategic Plan generally foresees the area continuing as a mixed use area; meaning mixed in terms of commercial, industrial, warehousing uses plus residential to some extent. Furthermore a range of housing is advocated to be introduced in the area, nevertheless a continuing industrial function is anticipated.

Studies would indicate that at the present rate of office space consumption it would take Pyrmont at least 100 years to realise its land potential for such development.

Quite obviously, if there is going to be change, it is going to be relatively slow and it is not going to be found through commercial office redevelopment.

We have been commissioned to examine Pyrmont to suggest the way to future planned development. In fact to produce a brief and a guide to likely future development. To us Pyrmont is characterised by the uncharacteristic. It has a goods yard of enormous dimension; it has a large sugar refinery not to be found elsewhere within the city; and obviously it has 'the power house'. Large land holdings are particularly characteristic in this area, on which are built some very large and substantial buildings. These are under private ownership, as well as semi-governmental and government owned. Ultimately, one is led to the conclusion, looking at the foreshore, that it is a peninsula without a foreshore, because the peninsula is quite obscured from the water by the very permanent uses that are there now. However, Pyrmont is also characterised by pockets of housing and many pubs which are a lingering reminder of history. Many seem to close about 6.30 in the evenings having opened at 6.30 in the mornings, so one concludes they are not entirely for serving the local population. The high ratio of pubs to people is, therefore, no reflection on the drinking habits of the local population!

As well as some of the buildings, one or two specific locations in Pyrmont are in themselves quite important. Antiquity and history are there at every turn, not only in the way of building, but also in reminders like the stone hewn steps carved out of rock beneath the very shallow top soil on Pyrmont.

There are places in Pyrmont, however, that stand out in everybody's mind. Perhaps, along with the power house, this (the junction of Harris, Pyrmont and Union Streets) is one of the most characteristic areas of Pyrmont. The rest of Pyrmont is a patchwork quilt and shares many of the images that characterise other parts of the city, be it Ultimo, Surry Hills or Woollloomooloo (perhaps not Kings Cross).

There is, in spite of all this antiquity, the contemporary impact of traffic, which is likely to be modified but this will be of no particularly great advantage in Pyrmont. Modifications may alter

the numbers, but the area of road travelled by commuters through Pyrmont will possibly be extended. If Pyrmont Bridge is pulled down but the bridge over Black Wattle Bay, namely Glebe Bridge, remains, then the traffic will still have a more attractive diversionary route to follow from Leichhardt. That is, across Glebe Bridge and on to the Expressway so provided. The end result is that the length of road to be travelled in Pyrmont is possibly going to increase, although the traffic volume may temporarily decrease.

Parking in the area is relatively easy; it is largely free but it is necessary, due to the limited public transport for both residents and workers in the area. To the extent that C.S.R. can be considered an example, they found that the only way to maintain the attractiveness of the location as a place of work, since their pool of local labour had diminished considerably, was to provide for parking in the area. Quite conspicuously, there is a lot of parking taking place there. It is worth noting that the relatively free and easy parking is what originally sustained North Sydney as an attractive work place. The extent of the on-street parking is certainly characteristic of the Pyrmont area.

Pyrmont's proximity to the central city strongly suggests possibilities for an interrelated function between the two places. We are grappling now with what that function might be — but it will be an interrelated function, not an attempt at duplication.

In fact Pyrmont is a gateway to the city — not a particularly attractive one — as you see from this slide. But not everyone first enters Sydney via Mascot and Circular Quay; a lot of people come through the Overseas Terminal in Pyrmont Bay.

Pyrmont has mixed residential/industrial uses throughout it. This mixture of residential use, which has been diminishing rather more rapidly over the last census period, has been sustained by a diminishing population. This fringe population of residents is completely unsupported by the necessary residential infrastructure. If, for example, there was an expansion of the residential population, the schools would be totally inadequate. 'Franklins' supermarket has recently closed, that means everybody does their shopping either outside the area or from the smaller corner stores which are not competitive in either pricing or range of goods.

Pyrmont, however, is not the stereotype of an old residential area now suffering the inroads of commercial activity, industrial expansion, etc. It has been jointly an industrial area and a residential area from the beginning and that fact is a characteristic distinction. Mainly the housing is of poor quality and the terraces that remain there mostly lack even the most euphemistic definition of 'charm'. They generally survive only because the city needs its poor housing and its cheaper rent, but we find that the majority of people who are living there are tenants. Absentee landlordism is very high. To the extent that only about 25% of all the households are owner occupied.

The resident population is distinguished by a high percentage of single males, either divorced or separated. (We are trying to get them together with North Sydney and have a large Christmas party; North Sydney being characterised by a high percentage of females who are divorced or separated.) Within Pyrmont there is a wide range of age groups and the end conclusion is that probably what we have there are two societies, one stable and one transient. The two societies collectively represent the broad cross sections you would expect to find in any middle to low income area.

(Lights please)

That all leads to a consideration of the future. Land values in the area are a vexed question. We have concluded, from those properties that appear to have been sold for land value, that we have a threshold of about \$10 to \$20 a square foot for land value: however, this is hard to distinguish. It has been easier to determine that the lease price is about \$1.30 to \$1.50 per square foot.

Rehabilitation of buildings will be characteristic of any new development in the area. Most characteristic.

It is also our conclusion that Pyrmont is likely to continue as a graveyard for unique uses, due to the available buildings and the proximity to the city and transport.

The quasi-industrial/commercial uses will remain, but undergo re-definition. In all events, change, it would appear, is likely to be slow. The residential population is in a precarious balance, any change, residential or otherwise will lead to dislocation of the existing residents.

Our assessment of the changes indicate permanency, if that means the next 20 years, of the significant industrial land uses amidst the continuity of evident trends.

Our forecast for the future would suggest: Office buildings — unlikely: Industrial warehousing — inevitable: Residential use — possibly.

QUESTION TIME
ALDERMAN LEO PORT

Thank you Terry. The Project Directors who presented the last five papers, Terry Byrnes, Jim Colman, Kerry Nash, Sonja Lyneham and Peter Lindwall will now answer questions. Would you please give your name and organisation, and if possible direct your question to a particular person.
First question.

TONY POWELL

Mr. Chairman, I think the work that we've seen displayed in this session is most impressive and I speak now as a technician myself. I would like to make an observation and pose some questions. The observation that I would like to make is that it's very interesting to note the high degree of uniformity from pretty well everybody who's spoken this morning, whether engineer, architect or planner. I therefore wonder whether or not, given that urban development and processes of change depend on a whole lot of other factors, such as political factors, social entrepreneurial factors, the approach that is apt for Kings Cross is equally apt for areas such as Surry Hills, Pyrmont or Ultimo.

So the questions I would like to pose, and I think probably people like Terry Byrnes and Jim Colman are best equipped to answer these, is that given the metropolitan area has a particular form, in other words it is oriented towards a single predominant business district, given also that as Sydney grows and if it maintains that form and structure, the pressures on the central areas generally are going to come from higher value activities. In other words existing inhabitants and activities will tend to be replaced by higher value uses, to what extent are the various project directors going to address themselves to a consideration of the entrepreneurial or development processes? Secondly, in what way are the Project Directors going to offer useful criteria to Council in the inevitable choice that it's going to have to make between public activity and private activity, in other words the activity of government as against private enterprise, and how it's going to choose between the interests of private or existing tenants or residents and the interests of private developers?

TERRY BYRNES

First of all, I'd put a question to you, Tony — I've got the decided impression that both Jim Colman and myself were sounding a little bit different to the Surry Hills and Newtown Project Directors in that we suggested that the residential function of the area had diminished greatly and that to be sustained it would probably have to be subsidised to some extent in some form or another. Therefore I suggest that there was weight to what I said when I was talking about the leases and the cost of land and the idea that there is a threshold (let's call it for argument's sake \$10) which is a limit for residential development in the area. It is a marginal 'if' thing at the moment and my conclusion was that residential development under such circumstances would probably be high rise and high density and the impact of that on whatever minimal housing is there now that remains, is likely to be significant in terms of that population that is there. If I understand your last question correctly, I think that would be to anticipate what sort of a policy decision the city wants to make in terms of whether or not it wants to subsidise its population, whether it sees itself entirely responsible for the indigenous poor that have perhaps located in the city, and to what extent they would be accommodated by other governmental departments or other private enterprise ventures. This is something which is going to be thrashed out when the city has a better idea of what these individual projects mean. I couldn't answer the question at this stage and would have to be guided by the relevance of Pyrmont to at least the other sections of the City and possibly the adjacent area.

JIM COLMAN

I will just add a few words Mr Chairman. Usually I run for cover when Tony Powell bowls up one of those kind of questions. He delights in doing it and they're extremely difficult to tackle in the short answer. My comment on the second question is that we have seen today that the City is attempting to fulfil large numbers of roles, different sectors of the city provide accommodation for different needs and different groups. My particular sector has been protected from major commercial or residential redevelopment, but has been the subject of major public sector investment development decisions. There is a possibility of holding the residual areas for uses which might find it difficult to locate in other parts of the city. Now, some of those uses may be provided by the city on a subsidised basis, they may be provided by other institutions, student housing for example, but the situation has not yet been reached when we can pull out of the crystal ball the sort of answers that Tony is seeking.

MR CECIL KYLE,
CHAIRMAN OF THE
CENTRAL CIVIC GROUP

If I might just first of all make a brief comment and then ask a question, of Mr Jim Colman. I refer particularly to the Action Plan for the Ultimo area. The group which I represent have been very concerned with the five action groups which have been mentioned today but we are particularly concerned with Ultimo because of the intrusion or the suggested intrusion by the Institute of Technology. Our group has only recently made further representations to the Minister for Education to give further consideration to this. It has been an amazing thing to us to find that this type of education has not been decentralised away from the Ultimo area. This has been put up to

me on many occasions by very many people. We are particularly concerned that it should be used for what we might term mixed development. The area lends itself very well for this and I would like to ask Mr Jim Colman what his views are on that question, provided of course that the Department of Education can be persuaded not to intrude too far into the area. We feel that there is room again for some green open space, for mixed development and for the retention of Paddy's Market and Chinatown.
Thank you.

JIM COLMAN

This question of the optimum size of a metropolitan facility such as an Institute of Technology and the optimum location for such a facility has become a major part of our concern. Unfortunately, it's not a major part of our brief. I think to evaluate the thing properly would require resources that we just cannot command at the moment. I can say, without any hesitation, that the studies that have been carried out to date have been somewhat insular in their approach and we are extremely critical of many of the findings of the official reports on the Institute of Technology. We will be reporting to Council in these terms in due course and it will be up to the Council to take the matters further if they so wish. It's not a matter on which we can provide absolute answers, however. We are assuming that there will be a major educational component in the area, the component splits into two — the Institute of Technology and the Sydney Technical College — with a total student and teacher population of 60,000, if all present plans are fully implemented. Suppose you modify the present plans but you still allow for a major student population, then that student population is going to generate other needs and user requirements which a lot of our studies so far indicate would fit in with the present quality of the area. In other words there are the low cost restaurants and shops, there's a mixture of small scale commercial uses, there is a need for student housing and bachelor housing, there'll be a need for more open space. This sounds possibly a rather negative approach, to start mud slinging at public projects. I think there is the other approach which we are endeavouring to pursue simultaneously, and that is what benefits to the city can flow with an improvement in educational facilities right there in the centre, because a large student and academic complex can certainly enliven a city and we know this from overseas experience, so it's a question mark that remains with us. I can assure Mr Kyle that the interests of his group are being taken into account. The answers are not as simple as they might appear to be, it's not just a simple case of saying no we don't want an academic complex in this part of town.

MR ROBBINS

I'm a property owner.

The Strategic Plan was introduced in July 1971 and that's 16 months ago. Within two months the plan was accepted by the Council in principle and two months later, that being one year ago from now, floor space ratio code was approved by the Council. Since then, we here collectively have been responsible for the spending of vast amounts of money in trying to ascertain the implications of the scheme related to the areas of interest to us. We forwarded to the Council and its officers constructive advice and criticisms and in many cases submitted and resubmitted unsuccessful development applications. In answer to this the Council has invited us here today to inform us of the progress it has made in the past 16 months, it has today insulted our intelligence by showing slides and information of traffic flows, present property uses, development and values all of which should have been to hand before the plan was released. We are therefore to assume—

1. The plan when released was ill-considered which resulted in aggravating a situation which it was trying to prevent by forcing hasty developments under threat of withdrawal of development approvals.
2. Its hasty acceptance by Council was an electoral gimmick. In view of this, when will Council be in a position to entertain us as today and inform us of final conclusions rather than the vague aims and pictures of today with which we have been familiar for far too long. In other words, restore stability rather than speculation.

ALDERMAN LEO PORT

Mr Robbins, I think your question comes a little bit early. In Session 4 George Clarke will be giving a review of the Strategic Plan which should really embody the answers to your questions and a number of other questions. He will be explaining the reasons for the strategy and what is being done to review it. So I don't think that any of these Project Directors could really specifically comment, not even Sonja who was on the team for the Strategic Plan, so we will defer your question to be answered in the next session, when George Clarke is on stage.

REV. PETER HOBSON,
ST. MICHAEL'S
CHURCH OF ENGLAND,
SURRY HILLS

Could I ask a question of Mrs Sonja Lyneham and Peter Lindwall. Sonja, I was very thrilled to hear of your great interest and love for Surry Hills — I agree with the people there, you can't live there without trying to love it and not wanting to move out. It seems to me that the plan for the residential area is one thing and your area below and to that west of Liverpool Street has had a continual commercial growth but you expressed the view that we ought to preserve the residential part as much as possible. What can we do about maintaining the residential character and quality of the western part of Surry Hills?

SONJA LYNEHAM

Under the existing Planning Scheme Ordinance, as I pointed out, the whole of the area is zoned 4(b) Light Industrial, so if you're asking me a point of law then the procedure would be to prepare a Varying Scheme and to seek that part of the area with contiguous residential use now, be zoned as residential.

There can be still a lot of infill of industrial use within the 4(b) zone. Towards the southern end of the area I've suggested that we have a mix of residential-commercial development in the form of warehousing, showrooms, and then perhaps some sort of high rise residential accommodation, whether it be low cost or medium cost housing or whether it be subsidised, that's a matter for the politicians still to decide. But I think the only way you'll get people back into the area, whether we can retain the same people there or not, is another matter. It's up to the people whether they want to stay there or not, I think you could only achieve that by having a varying scheme and zoning part of that area residential.

REV. HOBSON

Well, the writing's on the wall as far as West Surry Hills is concerned?

MRS LYNEHAM

No.

REV. HOBSON

You don't think so?

MRS LYNEHAM

I don't think so. It's up to us to make our recommendations to Council and then it's for the Council to decide.

REV. HOBSON

Peter, you dealt with the residential area, village of Surry Hills and it seems to me that the plan is a very good one. I am of course concerned with the spiritual needs of men. We've discussed their entertainment needs, their rich life, their working conditions, but of course man is a spiritual creature too. It seems to me that the village is a bit small to sustain a spiritual ministry, that is to say of course that a population wants a spiritual ministry. If they want to have churches and pastors and that sort of thing, you've got to have a person population to sustain that ministry to warrant it. I'm suggesting now that we've just knocked down St. David's in the middle of the village, and we've got St. Michael's which is an historical building on Flinders Street which is outside the village, there seems to be a need for the consultants and Council to liaise with our own inner city areas committee, this is a new committee formed by our Church parliament only this year to look after the needs of the city. We have a dynamic approach, I trust the same as you, and if we're going to have churches plonked outside your residential areas, historic buildings at that, there seems to be a gap. I'm asking that communications be established with not only my own but other denominations who are anxious to serve the inner city, so that we might understand the situation before we start bulldozing some churches and leaving others which are going to be just museum pieces. In view of that, I suggest it would be helpful for yourself to meet with our inner city area committee and it would be helpful if we could have copies of your proposals.

ALDERMAN LEO PORT

In addition to that, might I say before Peter answers, we would be very pleased to have a written submission from you and your committee and perhaps Peter could you answer briefly, because we're running out of time.

PETER LINDWALL

Well, I thank you very much for the invitation to participate with you — as far as the spiritual needs of the community go I think it's obvious there are spiritual needs there because of the existing congregations in many religious buildings, not only Christian.

ALDERMAN LEO PORT

Thank you very much Peter. Thank you all very much for your questions and contributions.

END OF SESSION 3

ALDERMAN ANDREW
BRIGER

Ladies and gentlemen, we are now about to commence the 4th Session which is the last of today's sessions and the first item is the Action Plan on Noise and Pollution Control and Mr. Wilkinson the Project Director will be talking on behalf of Carr and Wilkinson, our consultants on this Action Plan.

MR. WILKINSON -
CARR AND WILKINSON,
PROJECT DIRECTOR
FOR NOISE AND
POLLUTION CONTROL

Whilst addressing a gathering on the subject of noise and pollution control I'm very conscious of the fact that there are as many experts in the room as there are people - what I mean is, each of us has our own ability to assess noise and pollution situations. For example, we have our own inbuilt "sound level meters", we have our own smell buds, our own lung condition, our own uses for a waterway, whether we fish in it or sail boats in it or use it for power boating.

But just how loud is a noise and how dirty is air or water that we're concerned with? What's more, what measurements coincide with acceptability? How much is too much? For example, in a noise or acoustical situation, we might have a noise level of 55 dBA, which might be perfectly acceptable in a residential situation during the day, but is completely unacceptable at the same residence during the night.

How loud is 55 dBA anyway? (dBA stands for decibels A Scale.) Not many people could give an answer to that. But so that we're all talking the same language, 55 dBA would be about as loud as a typical car passing your front door would be if you were sitting in your lounge room with the windows closed.

Part of our involvement and part of our problem in this Action Planning is that not all the public and not all the people we deal with, are able to converse in technical terms regarding the noise levels and pollution levels. On the other hand, we are more fortunate than many of our planning contemporaries involved with the Strategic Plan, or the implementation of the Strategic Plan, in that we can measure and assess most of the factors associated with environmental control. Whilst we can measure noise levels, we can measure air pollution concentrations and we can measure water pollution concentrations, many of our Town Planning contemporaries are unable to objectively measure many of the parameters involved in their deliberations.

If we deal with an air pollution concentration, which is normally measured in parts per million, we would find a particular level of carbon monoxide or a particular level of sulphur dioxide or any other pollutant. However, not many people we are able to talk with are familiar with the sort of concentration levels that constitute a pollutant. How much can nature handle anyway? How much can man tolerate? What sort of restoration characteristics can nature and man have in their handling of a pollutant?

In the Action Plan covering pollution controls, the Council has undertaken to press for action to reduce noise nuisance, the pollution of city air and harbour water and it has also undertaken to develop and improve plans for collection and disposal of garbage and waste.

Right at this very period of time, Council has very limited powers to deal with pollution. The existing provisions are inadequate, written in the best mid-Victorian style, impose completely inadequate penalties in the financial structure of today's business or other activities and they are unnecessarily complicated to impose or implement the power that the Council might have anyway. Further, the fragmentation of powers and division of responsibility amongst the many people associated with the control of pollutants in general, makes it most difficult, almost impossible to have any form of real regulation or power of authority.

Whilst I'm talking about this power and authority, please don't run away with the idea that the Council intends to become "all powerful" with authority in this field. Let me emphasise that the approach being adopted is one which should promote and stimulate development and the developers, rather than stifle them by imposing unnecessarily stringent requirements and regulations. In general, we are considering recommendations which will make allowance for time of occurrence, in other words what time does this pollutant occur, the duration of the occurrence, how long does it last when it does occur and the control techniques that are currently available, all of which will update the Council's approach to pollution control in general. The public importance of the source of pollution and the tasks being performed are things we often encounter in our daily practice. For example, it is an offence for a builder to operate outside the hours authorised in the Building Permit or the Development Approval. Now, we're having a look at the possibility of performing marking-out, surveying and other non-noisy, non-interfering types of activities during periods outside the normal DA approval.

In Policy No. 16, which is the source of our Action Plan, there are seven Action Priorities. Before I describe them to you, let me explain that three of them have to do with noise or acoustical control; two of them have to do with air pollution control; and two have to do with garbage disposal. It is not specifically mentioned that we have anything to do with Harbour water, but there is an implied interest in the condition of the Harbour water and there is also an implied interest in the visual or physical pollution aspects of not only our city council's area but its adjacent spaces.

Let me also explain to you that we have been working on this particular involvement for about four months to date. Our tasks to date have been almost exclusively confined to the collection and collation of acoustical data about this city. To our knowledge it is the most extensive acoustical survey conducted in a major city outside the UK — it is purely designed to update and upgrade the acoustical information about our city. In other words, what "background noise levels" do exist at any particular location or any typical location? The acoustical survey will update and upgrade the knowledge of noise levels experienced in all parts of the Council area to a level equal to or better than the information already available about air pollution and water pollution for our city area. The collection and collation of acoustical, air and water pollutant information will allow us to coordinate the activities of Council, the activities of our fellow consultants involved in Action Planning, and hopefully, the activities of other authorities with whom this Council deals. In other words, ours is a role of collection and collation of information and coordination of the Council's involvement in its environment controls.

I would like to skip quickly through the actual Action Priorities, so that you have an understanding of the verbiage associated with our involvement.

Action Priority 16A: Press for amendments to building regulations to empower Council to require high standards of sound insulation in buildings and their mechanical equipment.

Action Priority 16B: Encourage the replacement of noisy construction equipment currently used within the City by acoustically satisfactory equipment.

Action Priority 16C: Strengthen Council's ability to deal with complaints about noise, using scientific methods to measure noise levels; investigate the feasibility of preparing and enforcing a Noise Control Code, specifying maximum permissible noise levels in particular localities in stated periods, from particular types of activities and equipment.

Action Priority 16D: Press for and support action by Governments and private enterprise to reduce air pollution affecting the city, particularly from vehicles and incinerators, powerhouse and boiler equipment.

Action Priority 16E: Cooperate with the State Government in preparing a Pollutant Emission Control Code specifying maximum permissible emission levels from particular types of equipment, to guide Council in the exercise of power under Section 313(o) of the Local Government Act.

Action Priority 16F: Continue to improve techniques of city refuse collection and street cleansing.

Action Priority 16G: Press for expansion of Council's powers to deal with the disposal of garbage and trade refuse.

This list of Action Priorities shows that Council intends to liaise and seek the cooperation (and give their cooperation) to a great number of authorities who are in allied fields with common objectives.

A colour slide will show the locations of one hundred monitoring points, each of which has been individually selected for the acoustical environment it undergoes and the particular characteristics which it provides. In performing a survey of these 100 points we will collect sufficient information to superimpose the effects of any industrial, traffic or residential or institutional characteristic from one place of measurement to another place of planning, so this information provides not only current status information but information for future planning.

Consistent with our acoustical survey, has been the observation that the outstanding noise source in Sydney is the motor vehicle. Even the lowest background noise levels in each of those 100 measuring points, is controlled by distant traffic noise.

Similar observations might be made about air pollution. One thing that we as planners, we as residents, we as occupiers of this city have to make up our minds on is what are we going to do about the motor vehicle in our city?

For those of you who are not familiar with sound measuring equipment, photographs of a sound level meter being operated by one of the Council's employees, are shown. Portion of our involvement with the Council is to establish, within the Council, sufficient acoustical expertise to be able to handle normal "run of the mill" enquiries and complaints. The information gathered on a small sound level meter can be taken back to the laboratory and analysed for more detailed information, if required.

Previously shown slides cover many of the 100 monitoring locations and no purpose is achieved by showing our prepared photographs of typical sound level measuring locations.

The effect of traffic filtering through an area has been mentioned by earlier speakers. "Filtering" is precisely what it does. A congested main route becomes so congested that people start to use short cuts or diversions. All they're doing, from our point of view, is transposing the heavy density of traffic from one point and roadline to another point or another plane or another street. This is an aspect in which our overall planning considerations will have to have some impact on the Strategic Plan.

I once began a technical paper by saying "too many people buy their houses or residential properties in the weekend" and, if you think of it, that's exactly what they do. They forget all about the fact that on Monday morning the traffic just streams past their place and at 8.30 a factory starts up, almost next door, which they had hardly noticed when they bought the house. This is a self-inflicted wound, in my opinion. People must be educated, they must be made aware of those aspects of their environment over which they have control.

Activities which require some considerable effort are in the area of public participation, public edification and general coordination. These activities form a substantial component of our involvement in the Action Planning phase of the Strategic Plan.

Thank you, Mr. Chairman.

ALDERMAN ANDREW BRIGER

The next action plan is the one on preservation. Mr Peter Keys of McConnell, Smith and Johnson was to be the speaker. Unfortunately he was here this morning, but he's not feeling at all well and he asked to be excused. Mr Barry Young will now take his place.

BARRY YOUNG —
McCONNEL, SMITH AND
JOHNSON, FOR PETER
KEYS, PROJECT
DIRECTOR FOR
PRESERVATION

Mr Keys has 'Delhi belly' — that's a dreaded Indian disease that I think he caught in Cairo. To avoid embarrassing you and him I'm going to read his paper. Could I have the lights please? We're talking now about the most important part of the whole deal — that is, what are we going to keep in this city — what do we want to keep? Please don't be fooled by the fact that Preservation is the last issue in today's forum. It's in fact a first issue in city planning — the two problems are how do you go about controlling new development and how do you hang on to what is good that you've already got.

We must identify those parts of the city which make it unique and set about ways and means to preserve them. It seems to be necessary for visitors from afar like Sir John Betjeman, Ian McCallum and recently Ian Grant to strongly remind us that we could be in the process of destroying those things which are not only unique to Sydney but also to the world.

The Strategic Plan had one very important objective among the other three, and that was to conserve, enhance and improve the physical environment of the city. A major policy coming out of this objective was to adopt practical measures to preserve places and structures of historical or architectural significance. The slides I'm showing are not charts, they are just something to feast your eyes upon. The Action Plan being carried out now is a structured program for the implementation of the action priorities already adopted by Council. As the need for preservation is obviously urgent, the Action Plan is regarded as an ongoing program. It is absolutely essential, as with all planning recommendations, that preservation policies properly express the needs of the community. We believe that with the adoption of the present policies and objectives, Council has committed itself to those needs. It did so on the advice of its consultants, who in turn ensured that the views of both citizen and interest groups were incorporated by regular discussions with a then ad hoc committee which was set up by Council. With the adoption of the Action Plan, the first priority has already been agreed: that is the establishment of a permanent Preservation Advisory Committee. This is the first action priority. On 26 September it was resolved by Council that its Preservation Advisory Committee be established and that persons representing the following bodies be appointed as honorary members of that Committee: (The ideas of the committee was to assemble appropriate experts together as a working group.)

The National Trust of Australia (N.S.W.) is represented on the committee for preservation generally;

the Royal Australian Institute of Architects (N.S.W. Chapter) is represented for restoration of buildings generally;

The Royal Australian Historical Society for history;

the legal profession for legal advice;

the N.S.W. Public Works Department and the S.P.A. for public ownership;

Building Owners and Managers Association, representing private ownership;

the Journalists' Profession to give public relations advice;

the Australian Consulting Engineers' Association for structural advice;

the Building Industry for building advice;

N.S.W. Valuer General's Department for valuation advice;

Council of the City of Sydney for Council representation;

The Department of Tourism for tourism;

The Labour Council of N.S.W. to represent the workers;

and Council's consultants who will service the Committee and coordinate the advice.

The Committee shall have the power to coopt other persons with the approval of the Lord Mayor, and its terms of reference shall be to advise Council on all aspects of preservation of buildings and features of architectural or historical significance, including advice on development applications involving buildings of architectural and historical significance. The Committee's first meeting in this new capacity is scheduled for the 29th of this month, at the Town Hall. Otherwise it shall meet at other times monthly, or at such times as it thinks fit.

Thus, with the establishment of this Committee, and with interested public participation in Forums such as this, it should be possible for all other priorities on Preservation to be properly formulated. This was the first thing that we wanted to do — it has been done.

The second action priority is the Register of Places and Structures — it is necessary to know what you're trying to preserve before you go about doing it. Work has already commenced on this necessary research. 178 structures and places were listed in the Strategic Plan. Preservation listing cards, suitable for future data bank references have been designed and the Action Plan Project Directors will be using these in their particular areas and seeking the support of local residents' groups to assist in filling in data about those buildings and structures worth keeping.

It is essential that the owners of all listed buildings be involved. Initially, a questionnaire will determine their willingness to cooperate, the extent of cooperation which can be expected and their own opinions of the practicability of preserving and/or restoring their buildings. Arising out of these various investigations and by detailed discussion with other Project Directors, and the

final recommendations of the Preservation Advisory Committee, a Register of Places and Structures will be submitted to Council. When adopted, Council will then direct particular effort and types of action to ensure their preservation. Council has already accepted the list of 178 buildings as a long list. In itself this list cannot be regarded as exhaustive; it was a first run through, and is only indicative of some of those places of architectural and historical significance. Council has already initiated action in respect of some important buildings on the long list and with the cooperation of their respective owners, current negotiations indicate that some of these buildings can and will be preserved.

The third action priority is for control of demolition. Australia is almost alone in the world in not having legal control over demolition. Some countries have outright control, others have control only on buildings which are included in their Register and/or which have Preservation Orders upon them. It is obviously essential to have a stay of execution over demolition until such time as practical measures can be investigated in respect of their preservation. Both the Royal Australian Institute of Architects and the National Trust have officially and publicly supported this procedure, so has Mr Mundy, of course, who's been actually doing it in his own way and quite successfully. Control is possible through the Local Government Act of N.S.W. and the City of Sydney Planning Scheme Ordinance. Council has already pressed for the former action. This and one of the first tasks of the newly formed Preservation Advisory Committee will be to assist in the drafting of suitable amending legislation to support the case.

The fourth area of action priorities deals with the transfer or sale of floor space and site amalgamation. It is now well established that one of the most effective means of countering economic pressure for redevelopment in urban areas, is to permit the owner of a building to sell or transfer the floor space ratio he would be permitted to build on that site under the Floor Space Ratio Codes, to other sites. In this way the owner can realise the development potential of the site without demolishing the unique building upon it. There are presently several examples of this which are being discussed now with this principle applied. The old N.S.W. Club is one of them. As said before, Council is already under negotiations with owners in respect of this procedure. It must be emphasised that owner and public cooperation is essential to the cause; there must be a will to preserve, so this procedure has its problems. Council can only go so far under the Local Government Act, the Planning Scheme Ordinance and the Floor Space Ratio Code with redevelopment incentives and rating liability reconsiderations.

I believe that the State Government initially, and hopefully eventually the Federal Government, must contribute also. In other words, the community must pay. Therefore, the major task in the action plan will be to formulate advice to Council to press for Preservation Orders, state and/or federal. These will be on places and structures agreed to be preserved. Where the owners can demonstrate that their preservation is uneconomic, they must have relief from State land tax, water rates and sewerage and drainage rates, Federal and State death duties, plus consideration of a subsidy for repairs or maintenance either directly or indirectly.

The fifth action priority is the preservation of historic areas. The Strategic Plan already identifies unique areas in the city. Detailed studies have already been carried out in Martin Place and Macquarie Place. Further studies will reinforce the need for special consideration to be given to the Town Hall Civic Precinct, the east Macquarie Street governmental precinct, the West Rocks, (the East Rocks is in good hands already) Victoria Barracks and the East Sydney Technical College.

Other action which is taking place consists of currently giving Council advice on places and structures in Council's ownership, including the Paddington Town Hall, Pyrmont incinerator, the Capitol Theatre and the Queen Victoria Building, which Council has already resolved to preserve and restore.

There has been further communication with civic authorities in the world, particularly in respect of floor space ratio sale or transfer. Mr Keys has been abroad twice this year discussing such matters with city authorities in Chicago and New York, in particular where it seems their problems are most similar to our own.

The Building Science Forum has recently decided to hold a conference early next year on the problem of new uses for old buildings. Lastly, Mr Keys is a member of a committee of the National Trust in N.S.W. which is charged with the task of drafting appropriate legislation on preservation for recommendation at State level. So this is what is happening. In conclusion, it is interesting to note that even in New York, insufficient time has elapsed since the implementation of the preservation program of 1956 to permit a final judgement of its effectiveness. The notable feature of this initial effort, however, as with Sydney, is the fact that it was undertaken at a time of general public concern for urban needs. Urban governments need not view historic preservation as incompatible with the demand for urban development. Rather, with appropriate flexibility and with support of the State and Federal Governments and the private sector, we believe that Council can plan for preservation which will be responsible to the need for continued urban growth.

Thank you.

ALDERMAN ANDREW
BRIGER

Thank you Barry. Now the final item of our program is the brief review of the Strategic Plan which will be given to us by Mr. George Clarke of Urban Systems Corporation, who was the Director and the Coordinator of the Strategic Plan. Mr. George Clarke.

The Council of the City of Sydney
wishes to thank all those who
participated in the Action Planning
Forum and contributed to its
success.

Michael Llewellyn-Smith,
Kerry Nash, and
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organised the Forum
and edited the transcript.

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