

**Part 2**

**Chapter 4 - The Case Studies**

## Chapter 4

### The Case Studies

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### 4.1 Approach To The Study

#### 4.1.1 Introduction

Part 1, Section 1.3 Methodology - Approaches, Resources and Method introduced the processes adopted for this research. In this Section the processes are applied to two selected DURD projects and 26 BCP Area Strategies in order to evaluate their urban design outcomes. The research resources and methods introduced in Section 1.3 were:

1.3.2 Research resources (Coded R1, R2 and R3), being:

- R1 Literature reviews
- R2 Interviews
- R3 Case Studies of the Area Strategies, and

1.3.3 Research methods (Coded M1, M2, M3, M4, M5 and M6), being:

- M1 Nature and Role of Urban Design – the ‘enduring strands’ and their comparison with the Prime Minister’s Urban Design Task Force criteria
- M2 The Questionnaire
- M3 The Enduring Strands and the Questionnaire
- M4 The Matrices
- M5 Comparison of BCP processes and outcomes with this research
- M6 Comparison between the objectives of DURD and BCP.

All of the above components of the Methodology contribute to the following analysis of the case studies, but most importantly in the interests of sustaining a measure of impartiality, the case studies are interrogated from three positions, as first outlined in Section 2.6 Summary.

The interrogation is from three positions, namely the researcher’s analysis based in theory, by critical literature, where available, on the case studies and by expert opinion in order for a reader to independently conclude what are the key matters.

Firstly, the strands and the Area Strategies are perceived to be firmly established in the Empirical mould. This position was outlined at length in Chapter One, and is the generic position adopted for all case studies in this Chapter.

Secondly, there is constant reference to authoritative critical and descriptive literature in the case studies, including journals, books, reports and other documents. The references, in excess of 200, were culled from the most authoritative sources on the BCP, found during the lengthy period of research. These sources are located in both the References and Select Bibliography for the Program.

Thirdly, there is constant reference to expert opinion, where this was available, and such references are, for purposes of maintaining reader accessibility, referenced and grouped as end notes. Expert opinion is also implicit in the critical and descriptive literature referred to above.

There were a number of other evaluations of the BCP, which are briefly described below. None were concerned with issues of urban design, although some touched upon a few of the strands such as ESD (Ecological response) and Circulation. These evaluations are summarised briefly here for the sake of completeness of the research.

### 4.1.2 Evaluation approaches

The BCP was subject to a number of formal evaluations with a range of criteria depending on the nature of the evaluation enquiry. The following is a selection of the Program's evaluation processes.

#### General evaluation

In *The Report* Volume 1 each Area Strategy is evaluated in terms of:

- issues
- objectives
- proposed outcomes
- achievements

#### Evaluation based on Area Strategy agreements

In *Better Cities Program Evaluation 1995, Volume I, Report of the Evaluation Team, (the Collins Report)*, each Area Strategy is evaluated in terms of the following criteria:

- scope of strategy
- objectives
- planned outcomes
- expenditure program
- management structure / arrangements
- major milestones and achievements to date
- expected demonstration effects
- significant variation in area strategy.

#### ESD evaluations

In *Better Cities Evaluation Volume II Background Working Papers* October 1995 in the Summary Table of ESD Outcomes of the BBC Area Strategies, each Area Strategy is evaluated in terms of its:

- primary goal and
- secondary goal.

The method adopted by Hundloe and McDonald for ESD evaluation in their article, 'Ecologically Sustainable Development and the Better Cities Program', *Australian Journal of Environmental Management* Vol 4, no. 2, September, 1997 for each Area Strategy comprised:

- objectives
- ESD achievements.

Further, these authors in their evaluation of ESD in *Better Cities Evaluation Volume II* are much more explicit in their approach to ESD evaluation.

Firstly, there exists a requirement to identify the tasks, which were:

- identify the ESD related objectives/priorities for each specific project, known as Area Strategies
- identify progress achieved against those objectives/priorities
- assess the extent of the overall ESD objectives achieved/likely to be achieved (which) will result in achievement of the overall ESD objectives for the Better Cities Program.

Secondly, that in 'assessing Area Strategy initiatives it is required that they be identified in terms of process, technology or application which are nationally significant and/or innovative from an ESD perspective' (*Better Cities Evaluation Volume II*, p. 1). This in turn leads on to the consideration of specific elements, namely:

- improvements to, and increased use of, public transport
- improved pedestrian/cycle access
- the impact of urban consolidation, particularly on land take requirements
- improved sewerage/waste water treatment
- reduction of pollution (air, noise, water, litter)
- improvements in processes and treatment of contaminated sites
- energy efficiency, particularly in regard to transport and housing
- protection of biodiversity and heritage.

Whilst deficient in some matters such as embodied energy, these specific elements are certainly encompassed within the ambit of what is regarded as ESD. The elements are comfortably aligned with the ESD position taken in the enduring strands in Chapter Two and will be revisited, as required and as appropriate, for those Area Strategies that exhibited a strong ESD commitment.

### **Economic Evaluation**

The National Institute of Economic and Industry Research (NIEIR) prepared a *Better Cities Economic Evaluation* with the objective, 'to evaluate the short and long run impact of the Building Better Cities Program (BBCP) on the national and state economies with a focus on sensitivity of the evaluation findings to changes in assumptions of how the scheme directly impacts on public finances and resource use' (p. i). The study investigated nine of the 26 Area Strategies, and found that, 'for the BBC program to be justified on a long run criteria alone, the ratio of household income : BBC expenditures (excluding the construction contribution to household income) must exceed unity' (NIEIR, p. 35). (Refer to 'Economics' sub-section in Section 1.2.3.)

### **Performance Audit evaluation**

The Australian National Audit Office (ANAO) carried out an audit on the performance of the Program (Refer Section 3.3.6 The Audit Process). The ANAO conclusion was that 'the management of the Program was effective in controlling financial risks to the Commonwealth' (ANAO, 1996, p. 12).

In most cases, agreed outputs and completed BCP projects were delivered on time. Accountability for Commonwealth inputs and program outputs was also effective. In relation to the measurement and reporting of BCP outcomes, the agreements entered into by the Commonwealth and States did not adequately define the outcomes sought or appropriate means of measuring them. *As a result, the high level of accountability by outcomes intended through the adoption of the BCP model was not achieved. (emphasis added)*

### **Urban design evaluation**

This research is focused on urban design and the Better Cities Program, and the influence of urban design on the outcomes of the Program. (Refer Section 1.1 Aims of the Research). Hence, this evaluation differs both in context and approach from other BCP evaluations. For each Area Strategy the evaluation method is:

- Background
- Objectives

- Urban design evaluation:
  - Buildings and their grouping
  - Public domain
  - Safety and security
  - Activity
  - Conservation and heritage
  - Landscape
  - Environment
  - Ecological response
  - Circulation
  - Public art
  - Social
  - Management processes
  - Conclusion.

### 4.1.3 The interviews

The interviews conducted during the research are to be found in Appendix A. Many of the interview comments are in the text, and particularly the Chapter End Notes.

#### Interview approach

With few exceptions, and these more by way of a follow-up phone call to clarify a matter of detail, all interviews were conducted face-to-face with notes taken during the interview. The average interview was of the order of an hour, some less and some extending for two hours or more.

#### Interview groupings

As far as possible interviews were conducted with contributors to both Programs, DURD and BCP and across as wide a spectrum of people as possible. This led to the individual interview contributions falling into well defined groupings. The interviewees listed below are prominent figures in their field, and the full list can be found in Appendix A.

- Political figures

This group included the Prime Minister and Ministers responsible for the Programs. In the case of DURD this was the Minister for Urban and Regional Development, Tom Uren, and for the BCP was Prime Minister Paul Keating and Minister Brian Howe, then Minister for Health, Housing, Local Government and Community Services, Minister for Housing and Regional Development and Minister assisting the Prime Minister for Social Justice.

- Architects of the Programs

'Architect' in this context means, 'one who so plans or constructs, as to achieve a desired result...' (*Shorter Oxford* p. 94). One of the chief 'architects' of DURD was Patrick Troy of the ANU Urban Research Program, Research School of Social Sciences and for BCP was Lyndsay Neilson, Chief Planner NCA together with Geoff Campbell, Chief Planner ACT and Marcus Spiller, planner and economist.

- Senior bureaucrats

Those interviewed who held senior public service positions during the programs included Bob Lansdown, Permanent Head of DURD, and for BCP Gabrielle Kibble, Director General, NSW

Department of Planning and Sue Holliday, Director, NSW Department of Planning (later Director General, Department of Urban Affairs and Planning).

- Area Strategy managers

In the DURD examples studied, Henry Wardlaw who held a managerial role in the Glebe project was interviewed. In the case of BCP, many Area Strategy managers / coordinators were interviewed including: Angus Dawson, General Manager Honeysuckle Development Corporation; Alan Davidson, Urban Affairs and Planning (DUAP), Director Sydney Regional Central, Ultimo - Pyrmont Area Strategy; John Byrne, Director Urban Design Queensland; Jon Shields, Project Director Office of Major Projects Infrastructure, Lynch's Bridge and Kensington Banks Area Strategy; Bruce Harper, Chief Executive, Land Management Corporation, all South Australian Area Strategies; Dr Wally Cox, CEO East Perth and Subiaco Redevelopment Authority and Bruce Churchill, Program Manager Environment Planning and Scientific Services, Department of Primary Industries Water and Environment Tasmania - Hobart Area Strategy.

- Designers

Key designers interviewed included Michael Ratcliffe, East Perth; John Byrne, Inner North East Suburbs, Brisbane; and Bob Meyer for his early involvement in studies of both Honeysuckle and Ultimo-Pyrmont.

- Specialists

Specialist advice was sought in several fields, particularly those related to the enduring strands and experts included: Barry Maitland, urban design; Sandi Davis, cultural planning; Jacky Talbot, public art; Brian Elton, social planning; Marcus Spiller, urban economics; and Wendy Sarkissian, community safety and crime prevention strategies.

#### 4.1.4 The Matrices

The matrix D2 provides the differentiation of the Area Strategies into the Categories of 1, 2 and 3 .

### 4.2 DURD Urban Design Outcomes

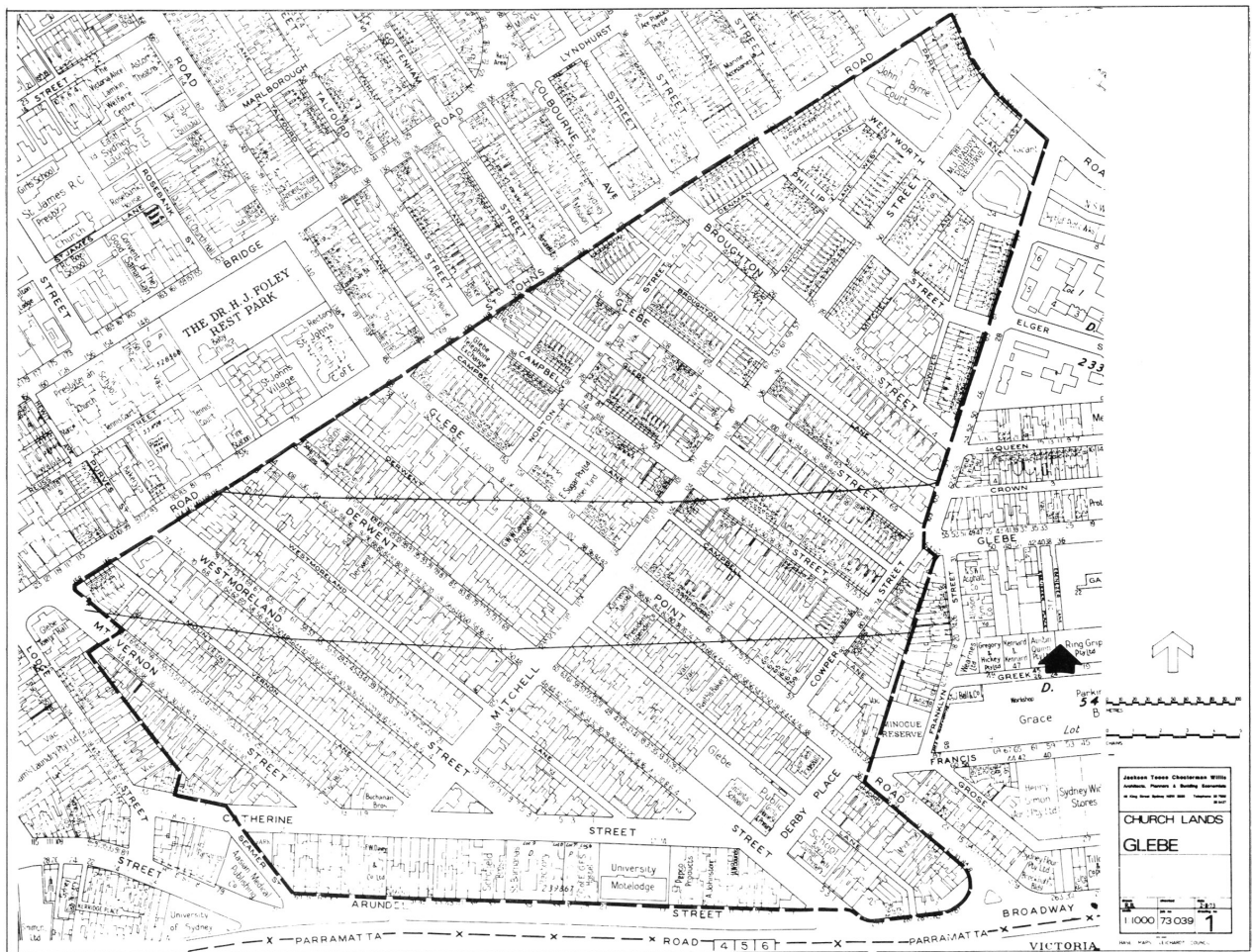
The following is an analysis of two major DURD projects, Glebe and Woolloomooloo, using the same evaluation criteria adopted for the BCP evaluations. The reason for returning to these earlier studies, now over 25 years old, was to discern the enduring strands in place at the time and what further strands might have been added in the following quarter century. The return to DURD was based on the belief, referred to earlier (refer end note (1) Chapter Two) that there have always been practitioners providing thoughtful, competent and sensitive design solutions to urban issues. The search for links and continuity lies in the earlier statement that 'urban design is intrinsic to the development and building of towns and cities, and is timeless.'

4.2.1 Glebe

Background

Glebe is an inner suburb of Sydney, about 2 kilometres from the city's centre. As its name implies it was part of a grant of land originally made to the Church of England, most of which was sold by 1828, leaving 19 hectares in Church ownership. In 1974 this land was bought from the Church by the Federal Government for rehabilitation. The Estate includes 723 properties used as family dwellings and twenty seven commercial properties. Within the Estate are some properties, individual and grouped, which were sold off earlier by the Church to tenants and companies. They include many of the commercial buildings in Glebe Point Road. (Wagner, C. 1977 RAPIJ Vol 15, no. 1, February, p. 2)

The reason for the purchase of the Glebe Estate by the Commonwealth Government, was to thwart the transport corridor reservation, designated in the Cumberland County Council Plan 1948, (*Glebe Project*, p. 147), from becoming a reality, thus bisecting the area and so destroying its integrity. (*Illustration 4.1*)

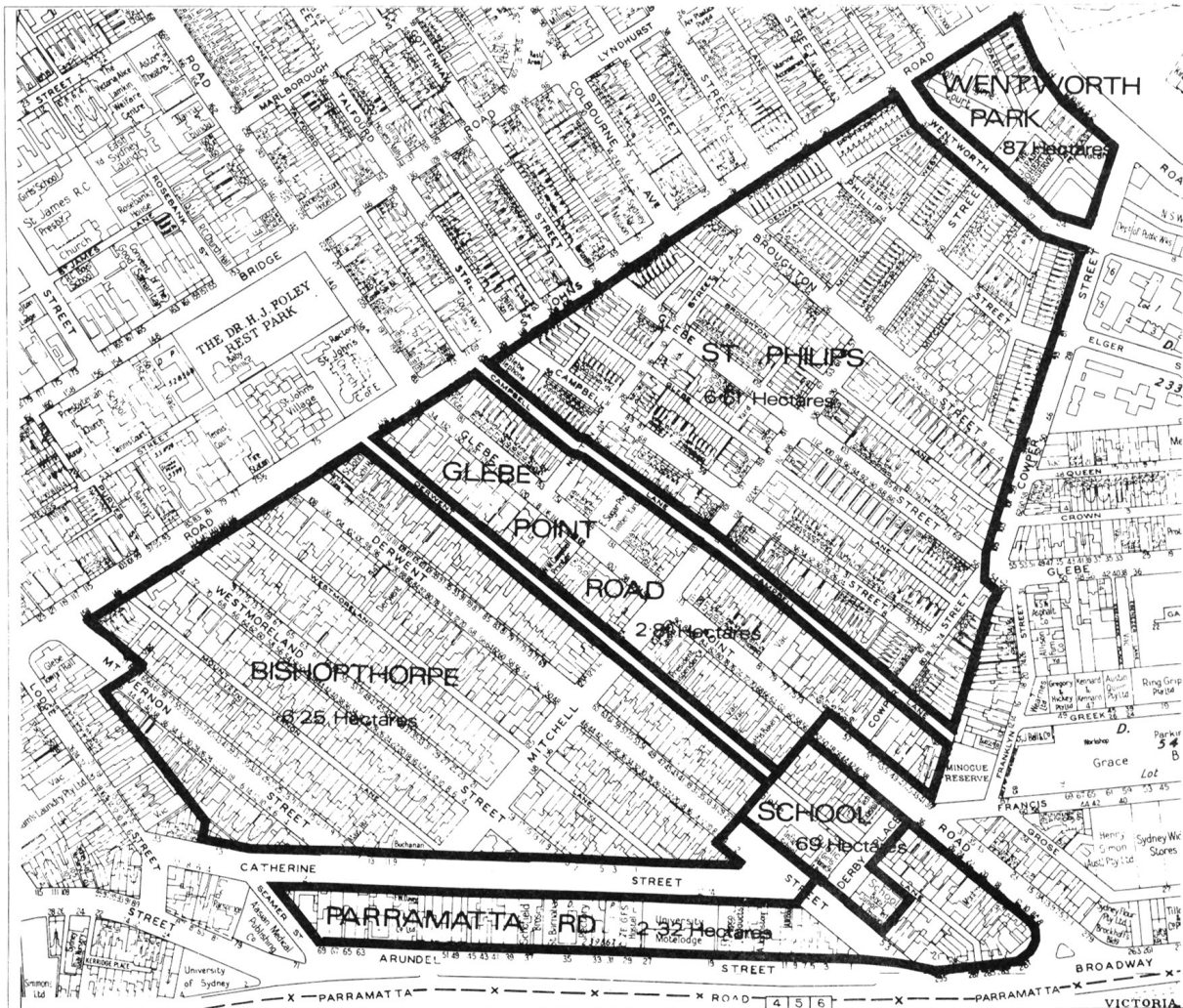


The Glebe Estate. Heavy dotted line indicates Estate boundaries. Parallel lines dissecting Estate indicate broad path of once proposed expressway.

Illustration 4.1

The Glebe Estate. Parallel lines dissecting the Estate indicate the path that was proposed for the expressway. (*Glebe Project*, p. 14)

Glebe is divided into a number of precincts, and starting from the Wentworth Park end of the suburb and moving west they are: Wentworth Park, St. Philips, Glebe Point Road, Bishopthorpe, School and Parramatta Road. (*Illustration 4.2*)



*Glebe Estate precincts (Jackson, Teece, Chesterman, Willis).*

*Illustration 4.2 Glebe Estate precincts - Jackson, Teece, Chesterman, Willis (Glebe Project, p. 20)*

### Objectives

The (Glebe) estate passed into the ownership of the Commonwealth Government on 12 August 1974. The principle objectives of the Estate's purchase were:

- 'to preserve a unique area of century-old townscape;
- to provide housing benefits to disadvantaged sections of the community;
- to investigate ways by which to retain the opportunity for low income individuals and families to live close to the city as part of a wider community, and
- to improve the living environment by restoring the existing houses and equipping them with present day facilities and by providing the recreational areas on the estate.' (Wagner, C. 1977, p. 5).

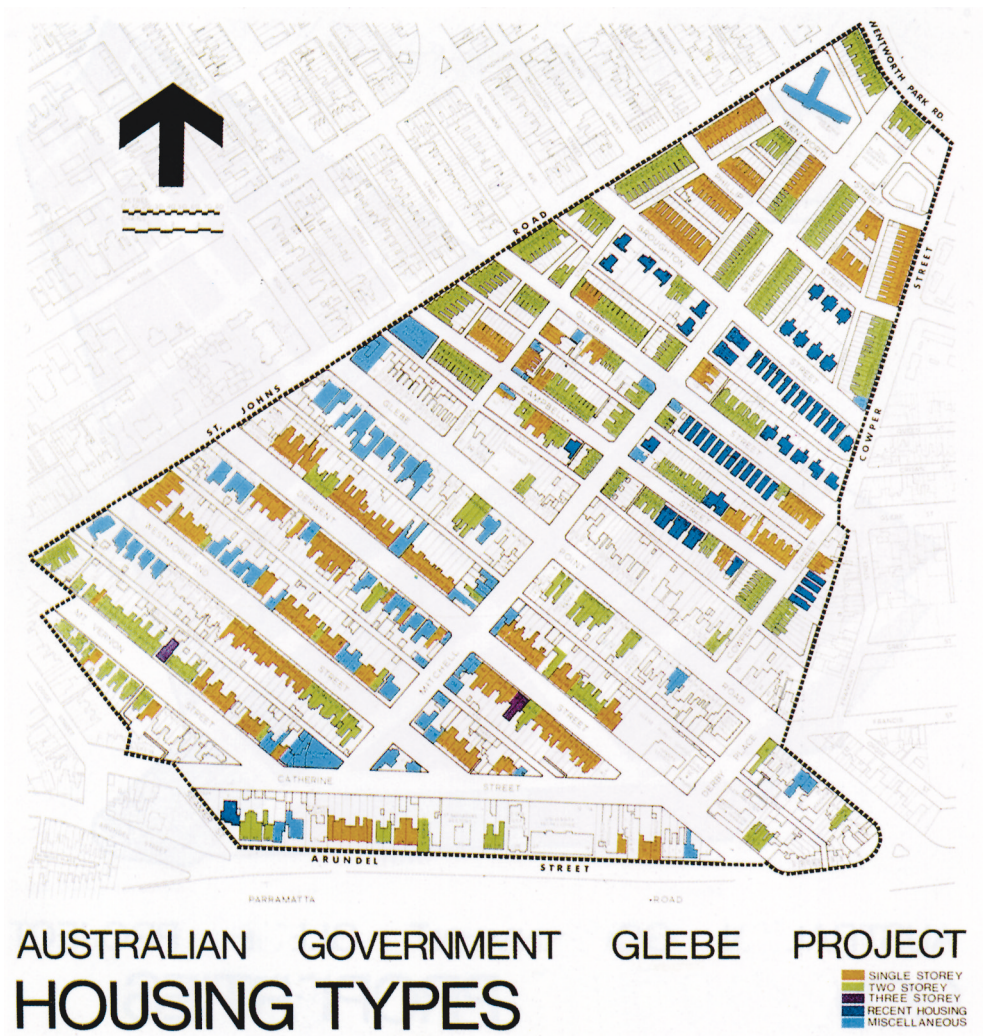
### Urban design evaluation

The rehabilitation of Glebe was a singular project for its time, as it contained the components of rehabilitation, townscape conservation, and welfare housing and in addition, it was involved in the early days of community participation.

### Buildings and their grouping

The pattern of buildings and their grouping remains essentially the same after rehabilitation as before. The reworking of the rear sections of the houses to achieve contemporary standards of amenity in no way altered the grain of Glebe. At varying times the area has experienced patches of infill.

These include a number of two-storey brick dwellings in Broughton Street, placed somewhere in time between 1940 and 1950, and which are completely out of character with the neighbouring painted and rendered terrace housing forms. More recent infill identified in Derwent Street, whilst evidencing architectural design sensibility, still exhibits an excess of design fussiness. The more recent housing additions are indicated on the accompanying site plan 'Housing Types' (*Illustration 4.3*)



*Illustration 4.3*

*Housing Types (Glebe Project, p. 38)*

The existing pattern of development reveals an occasional two-storey Italianate 'corner shop', not a pub, originally with retail below and living above. Whilst this form is not frequent, and is sometimes diminished by being bereft of the original first floor balcony, it nonetheless contains an urban design lesson, that such corner forms serve to visually strengthen a block and also act as markers. This is a basic element of urban design that should be retained and revisited for its potential contribution to contemporary practice. In other parts of Glebe the corner strengthening role is capably filled by the Post Office, Town Hall and school buildings.

### Public domain

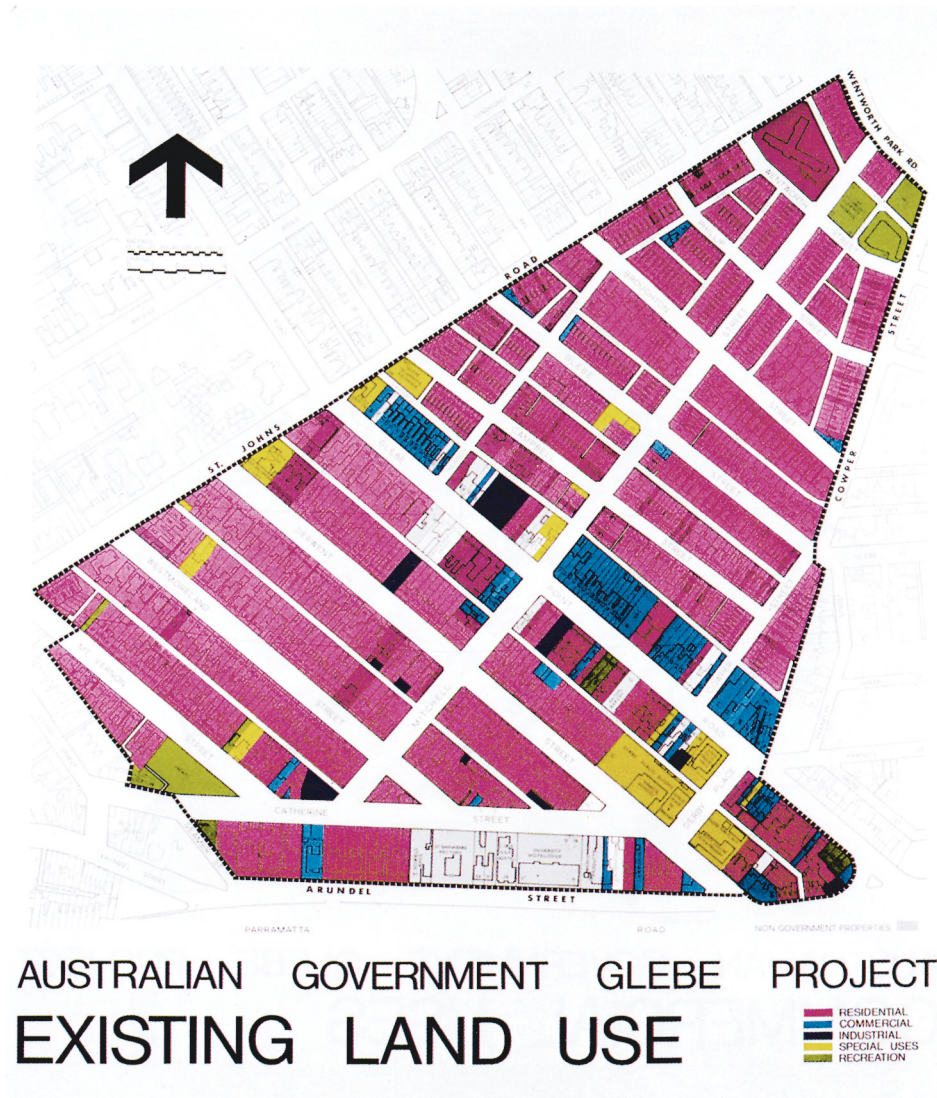
Like other inner city areas of the period - Paddington being a further example - the provision of recreational public space is minuscule, and limited to 'three small reserves totalling 0.27 hectares' (*Glebe Project*, p. 58). Such pockets that exist are at either extremity of the site and consist of an unwelcoming graffiti-decorated children's playground and adjacent pocket park at the lower end of Mitchell Street and a small park at the upper end of the same street. Whilst the upper area eventually reaches close to the extensive Wentworth Park, this generous public resource is too far removed to be seen as adequately serving the Glebe community. The tangible and accessible public domain remains the wide footpaths and streets with their mature shade trees. The value of the trees was assessed at the time of the study and is commented on further in Landscape.

### Safety and security

There was no discernible attention paid to issues of safety and security that now come under the general purview of CPTED. A creative opportunity existed to convert the lanes between the streets to more accessible public spaces and thus make them less appealing to malefactors who might choose to lurk there. For what ever reason the opportunity was not taken up. The demolition of substandard rear extensions to the terrace houses with their decaying wet areas and their replacement with well-lit modern construction and amenities would assist in increasing owner outlook and informal surveillance over the rear lanes. However, in defence of those involved in the rehabilitation of Glebe it needs to be said that CPTED issues were not common design parlance in the mid-seventies, nor does the rigidity of the existing built works and grain allow much in the way of fresh initiative in regard to these concerns.

## Activity

The predominant activities both before and after the redevelopment of Glebe were essentially residential and commercial with minor pockets of industrial, special uses and recreation. Refer Existing Land Use map. (*Illustration 4.4*)



*Illustration 4.4* Existing Land Use (*Glebe Project*, p. 39)

Housing presents a diverse and rich history of the area with single, two- and three-storey residences, mostly terraces. Their design embraces at least 'four main recognised styles: Colonial Georgian, Regency, Victorian Gothic and Italianate, a fifth Federation (also known as Queen Anne) began to appear by 1900, shortly before the suburb was built out' (Wagner, C. 1977, p. 7). Considerable credit is due to the Glebe Society for its sustained documentation of the area's social and architectural history, and also to specialist private sector consultants who carried out further heritage research.

## Conservation and heritage

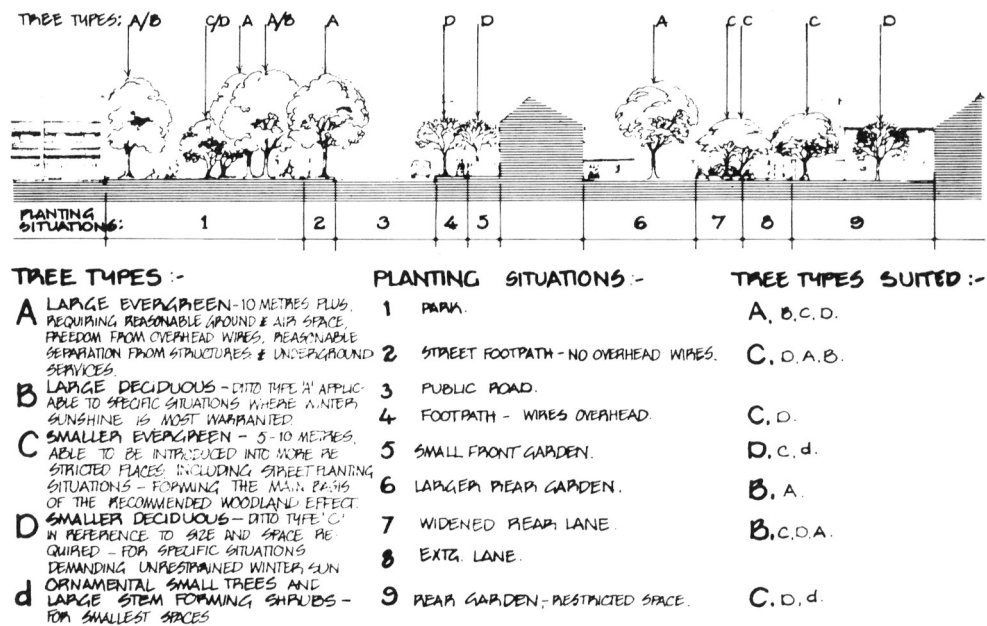
'The Glebe Estate is included in the Australian Heritage Commission's Register of the National Estate as part of the larger Glebe conservation area as defined by the National Trust NSW' (*Glebe*

Project, p. 21). The site is therefore significant in heritage terms, not because the individual houses and buildings are exceptional, but rather because its fabric is intact as a result of its long term ownership by the Church and because 'its relaxed, domestic ordinariness (which does not mean dullness) is a desirable quality in any residential area bordered by large-scale development' (Wagner, C. 1977, p. 9).

Landscape

The original natural vegetation has long since disappeared, and whilst some native species might be favoured for reasons of sentiment, they may not always be appropriate in such a highly developed inner city area.

The consultant engaged to make recommendations on flora favoured 'Box Elder Maple, Desert Ash, Jacaranda, Plane and Willow. Small trees recommended included Bottlebrush, Olive, Myrtle, Magnolia, Crab Apple and Flowering Cherry. Shrub recommendations included Azalea, Camellia, Cotoneaster, Fuchsia, Jasmine, Oleander and Broom'. The consultant's planting types are shown on the accompanying drawing. (Illustration 4.5)



Tree planting types and situations for the Glebe Estate (Bruce Mackenzie and Associates).

Illustration 4.5 Tree planting and situations, Bruce MacKenzie and Associates (Glebe Project, p. 58)

There is no doubt that the vigour of both street and residential property planting adds considerably to the charm of Glebe, although it is difficult to tell the remnant long term existing flora from more recent plantings after the passage of 25 years. 'Of the natives, the fig is expected to remain an important element in landscaping, with the exotics which have long been associated with old urban areas: pepper trees, flame trees, pines (and) camphor laurels.' (Wagner, C. 1977, p. 11)



### Environment

Because of the pre-determined grain and orientation of the buildings and their historical style in terms of form and detail there was no opportunity to redress environmental shortcomings in these period architectural forms. Even the most recent infill housing could do little to escape the rigid predetermined design constraints of the earlier forms.

### Ecological response

The project pre-dates the current pervasive concerns of ESD, particularly those of energy use and water management techniques which are explored further in other BCP Area Strategies.

### Circulation

There was no alteration to the earlier street and footpath patterns such that would influence existing circulation patterns, nor did the residents seek such change. (1)

### Public art

There was no evidence of a public art program. However, in a sense the richness of the various architectural styles and their details and the strength and variety of the vegetation results in Glebe being an area of sufficient visual delight in itself. Accordingly, one might well question whether public art could ever serve a major role in this, or similar such conservation areas.

### Social

At the time of the DURD study there was an estimated population of 3,200, mostly Australian low income earners. The demographic mix included disadvantaged people, pensioners, university students and transients attracted by the low rents. There were few children (Wagner, C. 1977, p. 7).

'The Glebe initiative is one of the first large neighbourhood developments in Australia where an effort has been directed to securing participation' (*Glebe Project*, p. 24).

Participation occurred in several ways and at different levels. The Residents' Advisory Committee was established as an advisory body only, to work with the Project team in originating policies, identifying problems and their possible solution and establishing priorities. Whilst there was a shift by the Committee in its perception of the advisory role, seeing itself more as a supporter of the people and as a conveyor of complaints, its contribution, within such limitations, was seen to be effective. There was also a Community Development Officer as a member of the Project staff whose role was to provide information to the residents through various meetings and refer the tenants' views back to the Project team.

Participation occurred informally also, and this was attributed to the handy location of the Project Office in shopfront premises on the main road. (2) The contributions of the Glebe Society were a further addition to the rehabilitation of Glebe.

### Management processes

The Administrative Arrangements of 20 December 1972 gave the Department of Urban and Regional Development (DURD) responsibility for matters relating to city and regional planning and development. In December 1975 the Department of Urban and Regional Development was abolished, and urban planning and development responsibilities, together with housing functions of the Department

of Housing and Construction, were transferred to the Department of Environment, Housing and Community Development, thus placing all responsibility except construction within that Department. In November 1978 the Department of Environment, Housing and Community Development was abolished. The Administrative Arrangements for the reconstituted new Department of Housing and Construction included all the responsibilities related to the Glebe Estate of the Department of Environment, Housing and Community Development and of the Department of Construction...since that time both policy and physical implementation have been the responsibility of a single Department, the Department of Housing and Construction (*Glebe Project*, p. 33).

Despite the Ministerial and Departmental vicissitudes, Glebe remains a tribute to the many involved its rehabilitation. The preceding reference also reinforces how short the DURD period was. At an everyday level the formal and operational management arrangements are shown on the accompanying flow charts.

It is encouraging to see that the Local Community Consultative Group and Residents' Advisory Committee were formally acknowledged as an integral part of the processes. *Glebe Project, Appendix C, Management Structure (Illustration 4.6)*

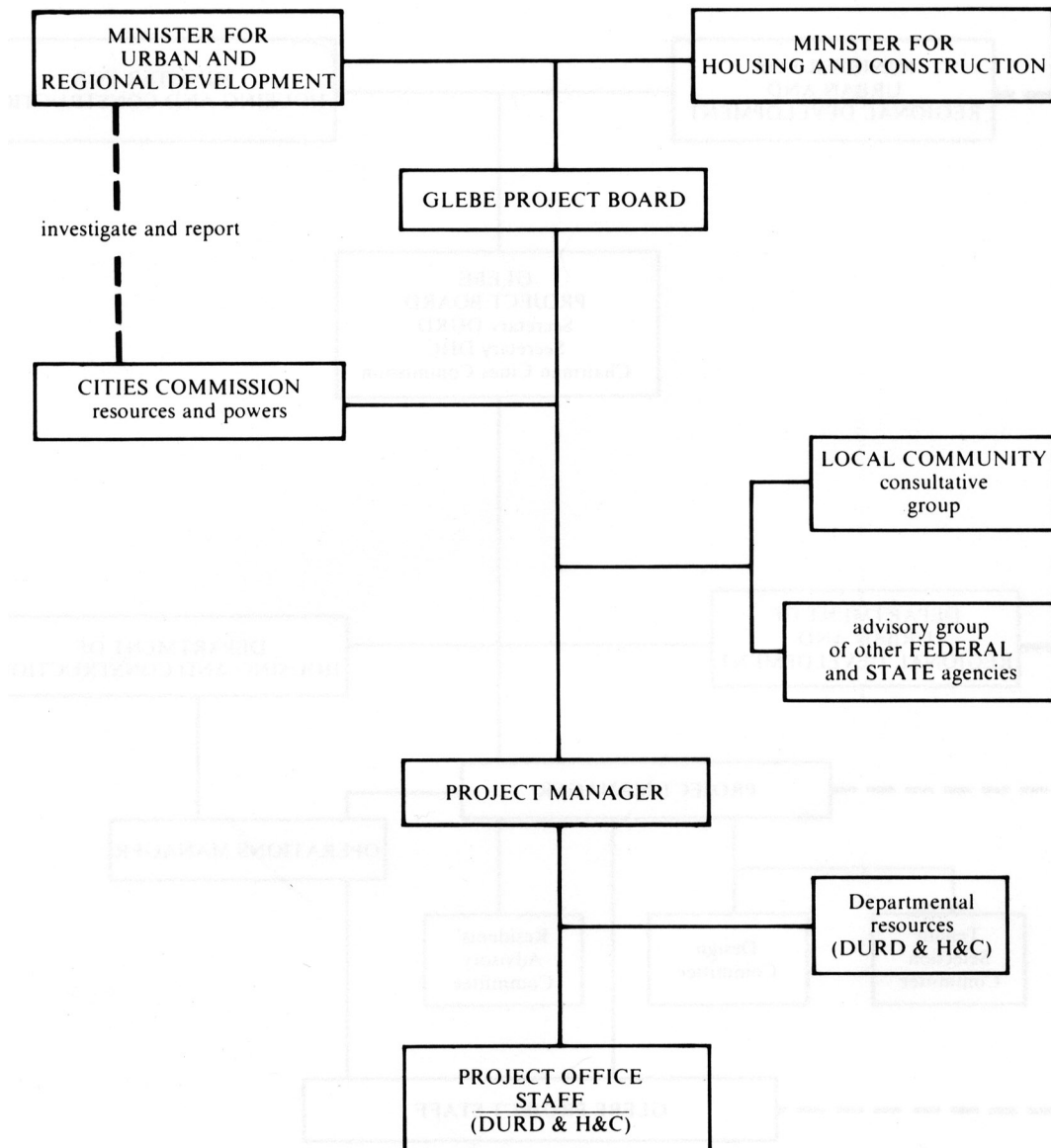


Illustration 4.6 Formal Management Structure 1974-75 (*Glebe Project*, p.151)

### Conclusion

The processes that were found to be absent from mention in documents or discernible from field inspections were those of safety and security, environmental and ecological responses and public art. Increases to extend the public domain were not visible nor were any attempts found to improve pedestrian permeability between the long blocks in Westmoreland and Derwent Streets and Glebe Point Road. Such issues have assumed much greater prominence in more recent times. The conservation work, public participation process and landscape design recommendations were all commendable.

Whilst the Glebe example exhibits urban design capability and sensitivity, it also shows that in the short span of 25 years, the art of urban design has moved on to embrace further design tools and new evaluation strands.

### 4.2.2 Woolloomooloo

#### Background

Woolloomooloo is an old Sydney waterfront area, separated from the CBD by the Domain and the steep terrain. The 'Loo' possesses a sense of community and reputation for toughness, the latter well tested by the various development proposals envisaged for the area. Historically, the community has been working class, sustained by the economy of a deep water port, maritime jobs and Navy-related support activities. The Woolloomooloo redevelopment site is bounded by Cowper Wharf Roadway to the north, Brougham Street to the east, William Street to the south and Haig Avenue / Sir John Young Crescent and Lincoln Crescent to the west.

#### Objectives

The following were the objectives of the rebirth of Woolloomooloo as stated in 1988 by Colin James, in the chapter 'Class War, Conflict and the Rebirth of Woolloomooloo' in *The Design of Sydney: Three Decades of Change in the City Centre*, edited by Peter Webber, 1988, p. 118.

- 're-establish Woolloomooloo as a residential area;
- retain the maximum number of existing dwellings suitable for rehabilitation;
- retain buildings of historic or architectural significance ;
- minimise inconvenience to existing residents;
- re-house existing residents in Woolloomooloo;
- provide the maximum amenity for future residents;
- achieve a character scale density compatible with surrounding area;
- achieve compatibility between new dwellings and dwellings to be retained;
- preserve and enhance the natural features of the site;
- maintain and encourage a sense of community amongst residents;
- provide a variety of accommodation for low income earners;
- eliminate through traffic;
- facilitate pedestrian movement;
- realise the full development potential of the site that is compatible with other objectives;
- achieve a cost structure requiring the minimum subsidy to achieve economic rentals;
- make provision for adequate community facilities, and
- encourage the participation of residents during the planning process.' (*ibid.* p. 118)

These practical objectives were in addition to a number of specific urban design controls, as follows:

- 'residential uses predominate;
- any new residential development should be predominantly medium to high density housing with building heights predominantly low on the floor of the Woolloomooloo basin;
- all buildings should be in harmony with the topography and with the residential development;
- approximately 65% (varied by agreement in December 1983 to 75% public housing) of housing units yielded by the Project should be for public housing; open spaces within the Precinct should be provided for use by the community to the maximum extent practicable, and
- in its detailed design of a road linking the Cahill Expressway to William Street and beyond, the Department of Main Roads shall consult with the Council to co-ordinate the planning of the Precinct.' (*ibid.* p. 118)

Urban design evaluation

The Woolloomooloo project was essentially a mixture of the rehabilitation of existing housing together with infill development set against its historical context. At the commencement of the project some of the older buildings were found to be in a condition beyond rehabilitation, whilst previous demolition had made inroads on some of the sounder examples. The challenge of infill was based on the diversity of existing architectural styles. The masterplan stipulated type, height and density of infill development but otherwise encouraged a variety of design approaches. The accompanying plan shows how some of the infill housing was distributed over six sites and amongst a number of established Sydney design architects. (Illustration 4.7)

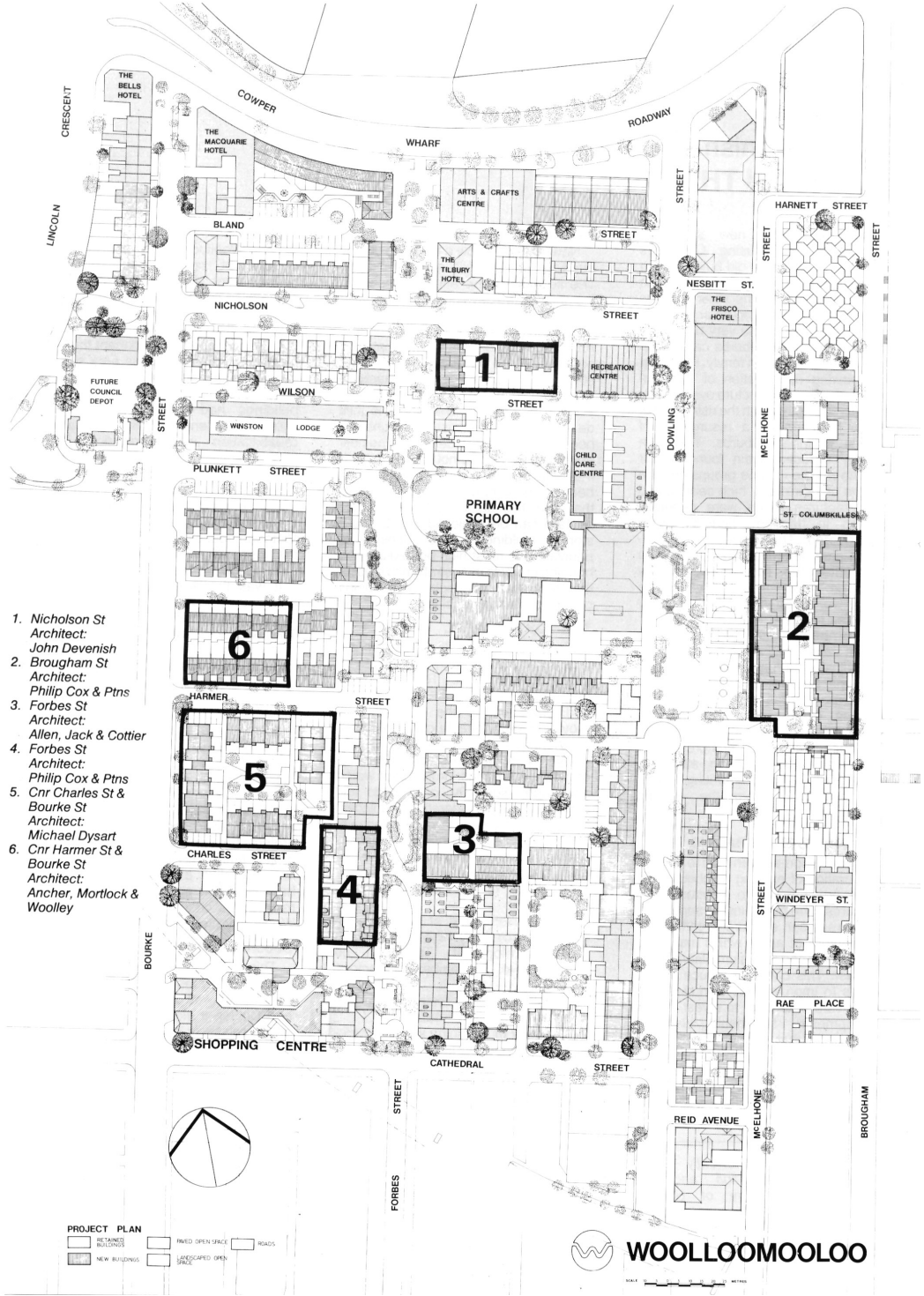


Illustration 4.7 Woolloomooloo (Judd and Dean, p. 38)

As the extent of infill exceeded these six sites, the chosen architects were augmented by further recognised design practices on other infill sections of the site. (3)

### Buildings and their grouping

Regardless of the architectural period, the existing housing adheres to the terrace form. The infill housing follows the same form, but adds its contemporary architectural language and configures the terrace runs in parallel rows, or in the case of Michael Dysart's design at the corner of Charles and Bourke Streets, into a courtyard. The overall result is well disciplined, regular and oriented north where this was possible. The network of open spaces, described under Landscape, provides a soft counterfoil to the architectural discipline.

### Public domain

The greater public domain of the site would include The Domain, as this is effectively within close reach, the waterfront of Woolloomooloo Bay and its activities, and the pedestrian circulation and recreational areas referred to in Landscape.

### Safety and security

During the field trips it was not possible to discern any particular attention paid to issues of safety and security that are now included under the processes of CPTED, but in defence of those involved in the rehabilitation of Woolloomooloo, the implementation of CPTED principles was not a familiar design process in the mid-seventies. However, there did not appear to be any serious breaches of these principles in either the rehabilitated areas or the infill housing.

### Activity

Whilst the area is predominantly one of housing, there are a number of facilities to the north and south of the site that assist in bringing some degree of self-containment to the area. To the north and close to the waterfront there are four hotels, an arts and craft centre and recreation centre. In the middle north of the site is located a primary school and child care centre and in the south-west there is a local shopping centre.

### Conservation and heritage

The existing houses that have been saved and rehabilitated provide a continuing link between the past and present developments. (*Illustration 4.8*)



*Illustration 4.8* Existing houses, Forbes Street



Illustration 4.8 Existing houses, Forbes Street

### Landscape

A broad and powerful central pedestrian spine continues the width of Forbes Street at its T-junction with Cathedral Street, on the southern extremity of the spine, through to the waterfront at Cowper Wharf Road. Its landscape consists of informal brick-paved paths, lawns, stands of mature trees, shrubs and street furniture. Residents of existing and infill housing continuously flanking this linear park are privileged to be able to step directly from their homes into this welcoming public domain. Through street closures a series of pocket parks were also created and further augmented by landscaped courtyards within the infill housing, linked together with a network of landscaped connecting pedestrian walks. (Illustration 4.9)



Illustration 4.9 Courtyards and connecting pedestrian walks

The pedestrian spine finds a sympathetic resonance in the BCP Area Strategies of Melbourne's Lynch's Bridge, East Perth, and Subiaco's Subicentro in Perth Urban. The richness, diversity and everyday utility of such open space is singularly more effective than an equivalent large area. Sensibly, and properly, extra open space that could be found was contributed to the Plunkett Street school's recreational needs.

The decision to include landscape design early into the overall planning process has born fruit as it did under the same circumstances in the BCP Area Strategies just mentioned. Such early involvement lays the foundations of pedestrian circulation; assists in integrating existing and infill housing and, through street closures, reinforces an absence of vehicles and the dominance of pedestrians.

These examples illustrate that the role of the landscape architect is so much more effective earlier in the process rather than later.

### Environment

In a general sense the rehabilitated site is an environmental advance in terms of both built form and landscape. Where the existing grain permits, infill housing with a northern orientation is achieved. The individual infill housing exhibits a considerable degree of attention to detail in terms of roof overhangs, roofed balconies and other measures to lessen the elemental effects of sun, wind and rain.

### Ecological response

As in the Glebe, this project pre-dates the current pervasive concerns of ESD including energy use, water management techniques and related issues.

### Circulation

At a macro level the construction of the Eastern Distributor under William Street would have diminished the inevitable disruption of the previous intersection and discouraged those motorists who might have chosen to skirt through Woolloomooloo to avoid the intersection. At the local level the closure of some streets to inhibit through traffic, but concurrently increase pedestrian amenity, are seen as successful outcomes.

### Public art

As was the case in Glebe there was no evidence of a program of public art, although there was a large mural on the viaduct supports depicting: 'some of the history and personalities of Woolloomooloo and particularly the political events of the green ban era and its resolution in Woolloomooloo' (James, C. p. 114). However, the linear spine park and the pocket parks could well be enhanced with sculpture and other art works.

### Social

The developer Sid Londish's overpowering redevelopment proposals for the area led to local outrage and the formation of the Woolloomooloo Residential Action Group (WRAG). Union sympathy and support for the residents' stance soon followed, with the imposition of black and green bans, the latter covering the whole precinct and preventing any form of development not endorsed by the residential community. Meanwhile, the innovative Sydney Strategic Plan in defining the CBD extent, supported the proposition for residential populations in the remaining areas of Ultimo-Pyrmont and Woolloomooloo, capable of providing a pool of service workers close to the city who attend to the multifarious tasks of keeping the city operational. The City Council authorised a precinct plan for the area during which time the Labor Government ascended to power federally, and added a balance to the opposing forces. The residents' reluctance to be drawn into endorsing a scheme, despite its acquiescence to their demands, led in turn to the appointment of an advocate Mr. Colin James to represent them and express their requirements. Machinations continued apace: Tom Uren, Federal Minister for Urban and Regional Development, set up a three-level government steering committee to consider the Woolloomooloo situation, to enquire into the pooling of Government and Council properties and to coordinate the planning to maintain Woolloomooloo as a low-income residential area. The State fell away from its planning role and leadership defaulted to Uren's Department of Urban and Regional Affairs (DURD).

After numerous meetings with all the resident factions and union's representatives, the advocate was able to report to the Woolloomooloo Steering Committee in November of 1974 that the Council plan represented in broad terms what the residents wanted. The residents still had protection of the green

ban. Residents also sought a commitment from the State Housing Commission to undertake a public housing component as part of the plan. (James, C. p. 110)

Further exchanges, ill-will and violence continued, but on 27 July 1975 the tri-partite agreement was signed, with signatures witnessed by Prime Minister Whitlam, Premier Tom Lewis and Lord Mayor Nick Shehadie.' (James, C. p. 110) (*Illustration 4.10*)



*Illustration 4.10 Signing of tri-partite agreement (From the private collection of Mary Ellen Leonard)*

The social outcome was the preservation and redevelopment of Woolloomooloo as a low scale low-income residential area, a journey of near epic proportions and resolved in favour of the community.

### Management processes

The New South Wales Housing Commission established a local project office and commenced building evaluations. Through their public relations arm, residents were shown around other housing developments which contributed to establishing a continuing trust between the Commission and the residents. The residents groups were, however, divided on the nature of public housing. The earlier WRAG group could accept tower block accommodation, but not of excessive height, whilst the more recent Residents of Woolloomooloo (ROW) sought locally controlled co-operative housing. (4) Compromise prevailed and both forms found acceptance. Public consultation continued and optional studies for the total redevelopment were shared and a preferred option eventually determined.

### Conclusion

The processes that were found to be absent from mention in documents or discernible from field inspections were those of safety and security, ecological responses and public art, other than murals on the overhead railway pylons. Such issues have assumed much greater prominence in more recent times. The conservation work, public participation process and landscape design recommendations were all commendable, as they were also in Glebe.

Whilst both the Glebe and Woolloomooloo examples exhibit urban design capability and sensitivity they also demonstrate that in the short span of 25 years, the art of urban design has moved on to embrace further design tools and new evaluation strands.