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Dear Sir/Madam

Re: Inquiry Into the Joint Use & Co-Location of Public Buildings.

Thank you for the opportunity to contribute to the above inquiry. Although this matter has not been reported to the Council itself, the following comments based on the experience of Council staff are offered for consideration.

1. The principle of joint use and co-location of public buildings is a good one and would be supported by Council. Provided the scale of any resultant development (in terms of both building scale, and traffic and pedestrian generation) remains compatible with the adjacent locality, joint use and co-location can provide positive financial and transportation benefits, stimulate social interactions and create new centres of community activity.
2. However, as suggested in the 'Inquiry Overview', existing cultural and managerial mechanisms to ensure inter-agency co-operation are limited. This deficiency can take a number of forms:
 - (i) existing Government agencies are charged with a responsibility to achieve maximum return from their own resources and for their own individual purposes. Also, staff are often under time pressures to ensure quick delivery of facilities for those purposes. This does not allow for the necessary longer time frames and costs involved in the necessary negotiating, planning and working with others that co-location requires.
 - (ii) there is all too often a bias towards one's own individual responsibilities, breeding a cultural disinterest in taking time and effort to understand the needs of others.
 - (iii) the property disposal unit of the former Department of Public Works, established as a 'clearing -house' to match property needs across Government departments could well have provided a good mechanism in this regard, but appears to have not been permitted to achieve its potential.
 - (iv) users of public space also often want to 'own' that space to the exclusion of others. The writer is aware, anecdotally, of where a proposed co-joining of police, fire and ambulance services is a location in the Snowy Mountains founded because the differing physical and cultural needs of the workers in each of these

services appeared too disparate (even though a workshopped facilitation might have revealed sufficient common ground to allow co-location).

3. Co-location can achieve returns that are much broader than those measured solely by financial returns. For instance, the Government, through DIPNR's Metropolitan Strategy, has a 'livable city' objective for the greater metropolitan area that is about quality of life measures. Local governments have long been involved in these more qualitative aspects of our environment. A culture of co-location needs to value and achieve these 'non-financial' aspects and recognize the Government's broader urban design and ecological sustainable development objectives.
4. Manly Council has had experience of joint use and co-location of facilities in conjunction with both the State government and the private sector. Some lessons from these experiences are:

(i) Council/community led proposals are more efficacious than privately-led proposals. Council is currently involved in negotiations with the proponent of a commercial proposal that offered to incorporate and renew existing Council early-childhood, public toilets and open space facilities. However the proponent's commercial obligations have constrained negotiations to the extent that some of these components are no longer to be co-joined.

By contrast, Council has had successful experiences in long-term amalgamation of properties and then preparing design guidelines for a development proposal that is acceptable to the community in terms of scale, public design and provision of community-identified services (in this case car-parking), incorporated by way of strata-ownership. Nevertheless, a caveat needs to be added to this observation in that, in a recent such development, there have been lingering issues in getting the successful tenderer to complete certain public works to satisfactory standard and timing.

In a further example, the co-use of a building as public toilets and a restaurant in a sensitive beachfront area, Council established a multidisciplinary in-house team to oversee the process and ensure its varied quantitative and qualitative objectives were met.

(ii) Council has also been appreciative of the ability to co-use parts of State Government property by leasing, at a peppercorn rental, excess building space for the provision of public services (separately, a neighbourhood centre; and a branch library). In these cases Council undertakes full maintenance obligations. On the other hand, the NSW Department of Health uses, via a long-term agreement and at no cost, Council-owned and provided buildings for the provision of early childhood services. In the past there has been disagreements when the Department of Health has sought to have Council also provide for all cleaning and furniture requirements in addition to standard (landlord) maintenance. The disagreement points to the need for effective written agreements within co-joined developments.

5. Looking to future possibilities, one particular State Government property in the Manly Council area provides an immediate opportunity to achieve co-use outcomes combining local and state-provided public services as well as private-commercial space. This is the vacant former TAFE college in Seaforth. The local public needs are: maintenance of a branch library, provision of a public civic square, and provision of space for a local support group for people with schizophrenia. The State-provided public need is the provision of affordable

accommodation units. The potential private-commercial space is for a private language college, market-return residential units, and café uses in conjunction with the civic square. Such a multi-use development could provide a good model of such co-usage in a typical suburban context and, through building adaption and re-use (as well as extensions), demonstrate State Government ecological sustainable development initiatives. However, it has proved difficult, to date, for Council to discuss such mixed-use possibilities given there does not appear to be any arm of Government charged with the broader perspective it involves.

The Manly Hospital property on North Head would provide a similar opportunity for co-joined mixed uses should it eventually be decided to relocate the hospital use as currently mooted.

6. Local government is now required under the Local Government Act, 1993 to prepare and regularly update a Social Plan based on analysis of local community needs. These Plans therefore provide a good reference source to identify needed services and facilities that might be able to be provided via co-joined developments.

Manly Council has recently been reviewing its Social Needs Analysis. For information, the following needs, which could be provided in a co-joined development, have been identified:

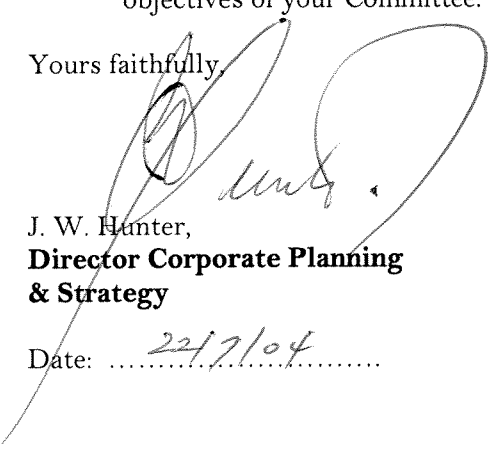
- affordable accommodation
- a supervised hand-over centre for children involved in visiting rights/shared responsibility obligations between divorcees
- emergency accommodation
- drop-in centre enabling (separately) aged and gay & lesbian persons to meet in places in which feel secure
- increased nursing-home places
- increased child-care and family day-care places
- childcare for users of the local TAFE and Health Centre
- family-accessible toilets
- youth and child-friendly entertainment venues

7. In conclusion, an effective co-use policy would appear to need (at least):

- cultural change amongst facility planners, designers and users
- a specific 'marriage-broker' role somewhere within Government to bring different potential partners, together and facilitate interaction.
- briefs, budgets and timetables which are open, large and flexible enough to cater for the additional demands of co-location.
- continual consultation between State and Local levels to ensure awareness of service provision needs and broader local 'livable city' opportunities.
- an emphasis on public sector-led proposals (rather than commercially-led proposals) in order to retain control over the efficiency of public outcomes while maintaining the opportunity of commercial returns.
- clear enforceable and on-going written agreements between the various parties involved in co-joined uses.
- Possible 'co-joining' of Councils' required Social Plans with an audit of (i) existing Government landholdings/buildings; and (ii) each Government Department's review of their own conclusions as to service needs.

8. For interest I also attach a copy of an article on the work of a government body in Paris which is charged with pro-actively seeking strategic properties to undertake small to medium scale co-use developments to achieve diverse, needed public outcomes including civic regeneration and local economic stimulus. It would appear to be a model that could bring substantial benefit to a city the size and needs of Sydney. As such achieve the 'livable city' objectives of the Metropolitan Strategy as well as the similar joint-use and co-location of public buildings objectives of your Committee.

Yours faithfully,



J. W. Hunter,
**Director Corporate Planning
& Strategy**

Date: 22/7/04

LES CINQ PARIS

Gavin Hogben

The bid by Paris to become the capital of Europe is backed up by an elaborate proposal to form the city round five interactive but competing centres. The intention is to create Californian variety at European densities. In evolving the plan, quality and history are regarded as important as quantity and contingent demand.

The French have little doubt as to what constitutes a capital. While London wonders whether the Regent's Park Zoo should go, and prepares not to be embarrassed by the prospect of deserted animal houses lying like so many listed hulks in decay at its centre, the *ménagerie* of Paris' Jardin des Plantes remains a secure senior citizen of a consistent programme of *grand projets* going back to Henri IV's Place Royale. The Grands Projets of the Mitterrand years merely bring up the train of this distinguished procession, and may

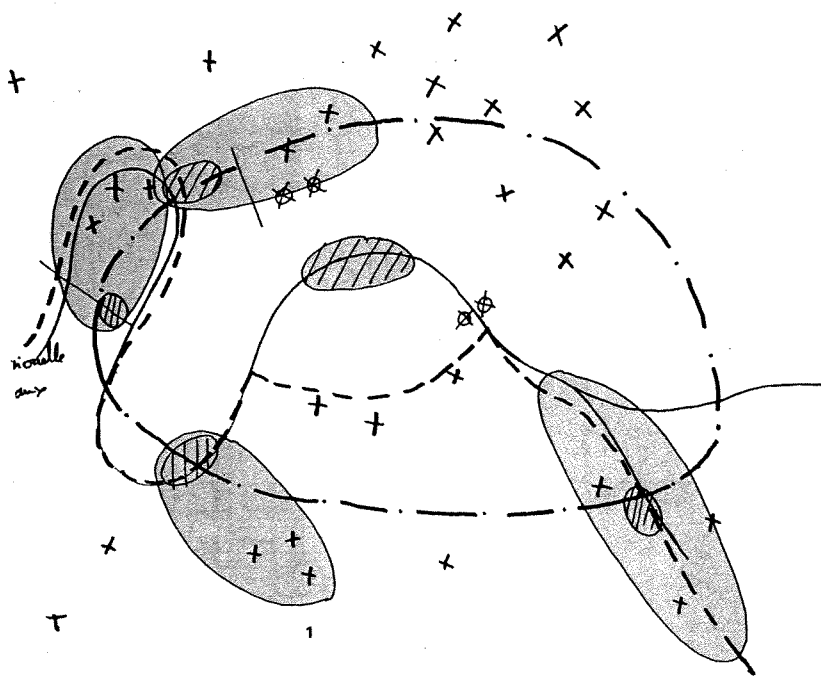
and the others which follow will be expected eventually to stand on their own. It is to achieve, with the support of its hinterland, a self-sufficiency in the creation of wealth, cultural facilities and recreational and residential opportunities.

Like La Défense, each of the three other new growth points: Saint Denis in the north, Billancourt in the south-west, and Vitry in the south-east, will be seeded by a co-operative venture of public and private funds to build the necessary hard and soft infrastructures. In particular, the state's commitment will include a guaranteed distribution of government agencies and new universities, and concerted efforts to lure Euro agencies and corporate headquarters to the new sites.

Where plans of the 1960s saw road access as the key factor encouraging development, Les Cinq Paris will exploit the recovery and refurbishment of the Paris waterfront as the prime generator of value. The suburban waterfronts were traditionally and solidly the home of blue-collar heavy industry until the exodus of the '80s, whose climax will shortly be the departure of the Billancourt Renault works. Renault's site alone will release a square kilometre of riverside land for development. The communities of these suddenly non-industrial neighbourhoods now suffer decimation by high unemployment and rapidly escalating housing costs, as they are increasingly colonised as dormitories for the white-collar centre. The present plan sees the priming of these strategic growth locations through their riverside amenities as a practical and symbolic key to the reversal of the suburban decay and dependency.

Islands, including the Grande Jatte and Renault's soon to be abandoned factory-fortress, the Ile Sequin, divide the stream at each of the western sites. As well as multiplying the riverside and recreational possibilities, the islands offer the new growth centres an identifiable capital for their hinterlands and a claim to at least topographical equality with the Ile de la Cité. At Vitry, in the east, there is no natural island but it is proposed to cut a canal loop along the course of an old railway bed to achieve the equivalent identity and amenity.

Besides the inevitable promotion of river bus traffic, three linking transport strategies will reinforce the new five-pole Paris. At the small scale there will be local road, bus and tramway schemes to integrate each growth centre within its own hinterland and to link these to their immediate



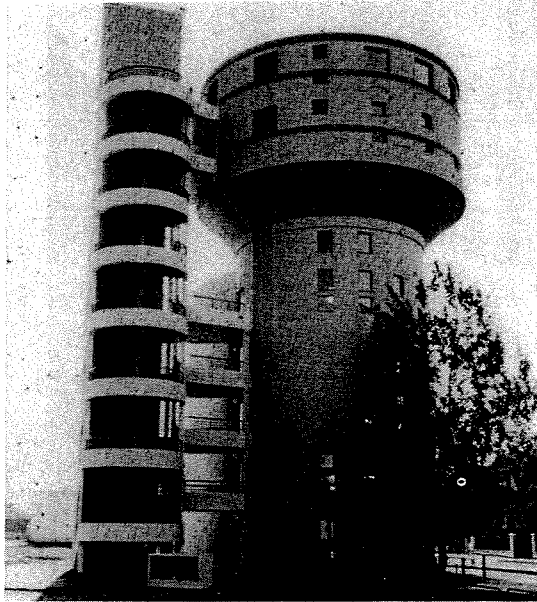
soon be eclipsed by a more radical programme which is under consideration — Les Cinq Paris.

Where Rome has seven hills, Paris will have five centres. The idea is to diffuse the privilege and congestion of present-day Paris within the Périphérique by establishing four new poles for development around its edge. These are each founded on existing communities along the banks of the Seine, whose course doubles back sufficiently to allow the new centres to effectively encircle the old.

La Défense is the prototype for these new growth centres, and, despite the apparent dependency on the old centre registered by its axial connection with the Louvre palace, it

LES CINQ PARIS

1983 to be a *commando administratif* independent of the ministries. Set up to balance the centralist logic and epic scale of the Grands Projets, its brief was urban renewal in the suburbs and the provinces. It specialised in funding projects with composite goals; for example, to simultaneously improve a run-down street corner and a school's recruitment and morale by provision of a teachers' hostel. At the large



scale this interest in the links between social functions and urban fabric raised the principle that an institution like a university might justify its situation in a town not solely by education ministry calculations and objectives. These projects emphasised the support of institutions for each other in a mix and confirmed the vitality of neighbourhoods where the fabric was open to mix and change, and where even non-conformity might be relished.

In the same spirit Banlieues '89 undertook an inventory of the Paris suburbs, mapping not only topography and physical and administrative structures but also urban landmarks, boundaries and affiliations reported by local people. Some maps pursued subliminal orders like toponymy — place names recording local topographies long obliterated by development — and (remarkable for a government department) *les lieux magiques* — places which by consensus not only controlled local identity but also were instant barometers of local well-being.

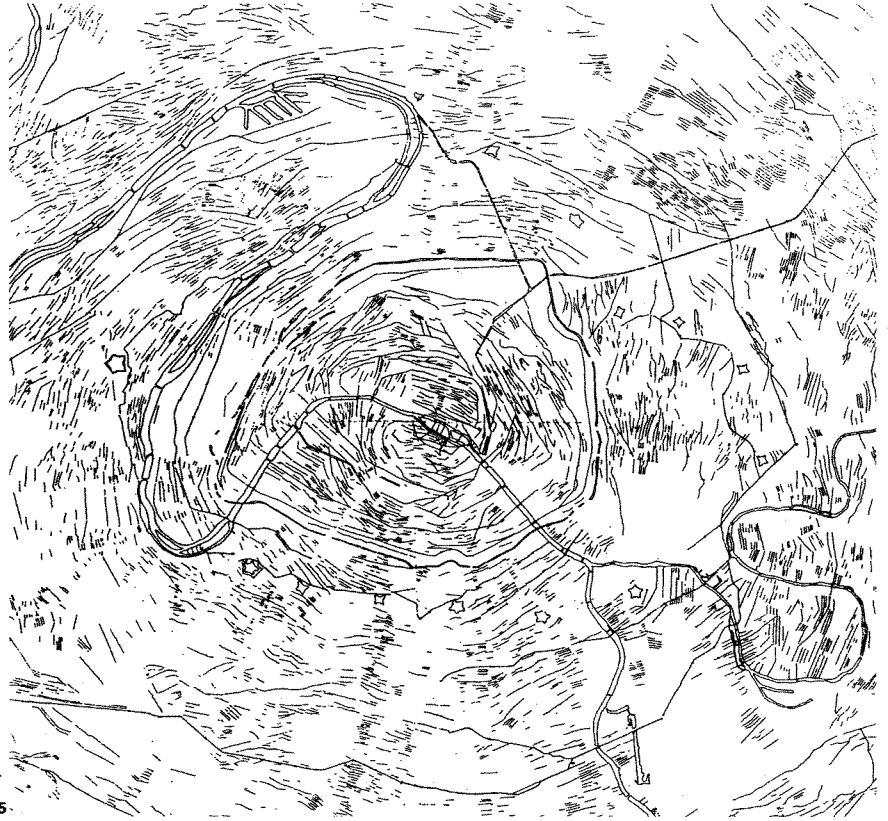
The interpretative techniques resembled those of archaeologists and anthropologists and even location directors of film. They disclosed both the general lessons and the particular evidence which would be applied to the proposal for Les Cinq Paris. Physical and operational

4 Example of Banlieues '89 neighbourhood rejuvenation: a water tower conversion into community centre partially funded by Banlieues '89.

5 Tangents: one of 28 maps drawn for Banlieues '89 study of Paris. Radial routes are omitted to leave only tangential roads to estimate independence of suburb from centre. Comparison with other maps in series showed that community identity depends upon a balanced local route network.

6 Magic places: another of the 28 maps, this one of places that exemplify the identity and aspirations of local neighbourhoods.

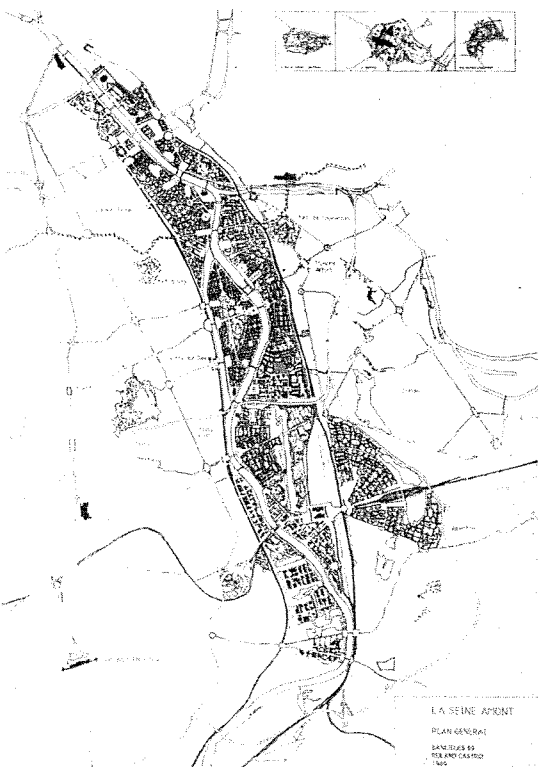
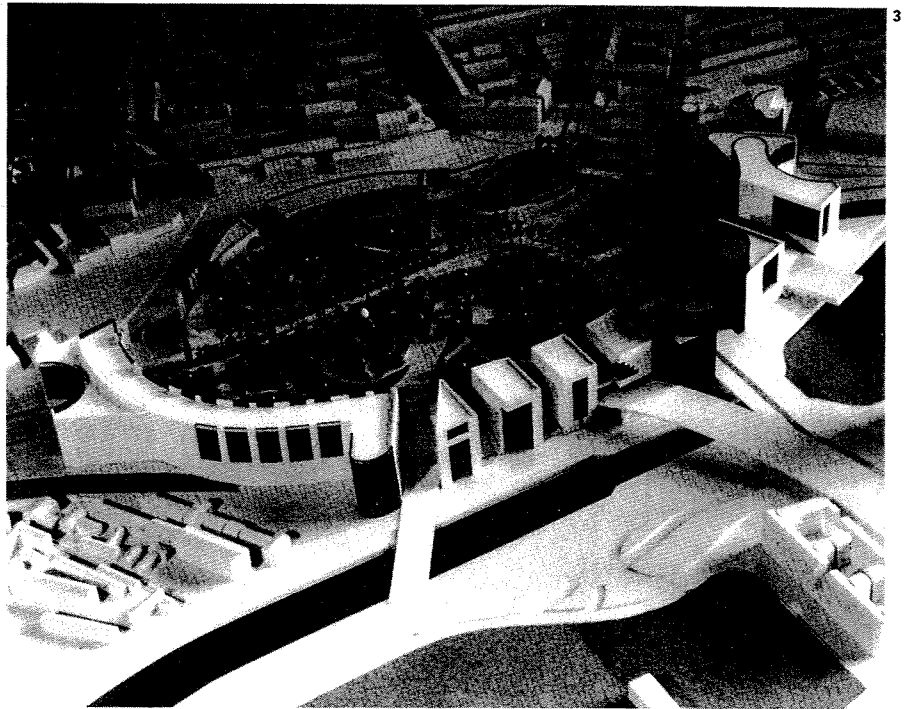
7 Paris Presqu'île at La Défense: a Banlieues '89 presentation of opportunities for redevelopment of the presently redundant Port Autonome de Paris.



neighbours. At the regional scale there will be new peripheral routes including a double girdle of tramways and a new green ringroad, which is modelled on the US parkway system and will be upgraded from a former military route linking Paris' outer chain of defensive bastions. These forts also would be turned over to public use as parks and retreats.

The new plan recognises that peripheral and diagonal journeys have already increased at the expense of traditional radial commuting patterns merely to cope with stifling central congestion. The new growth centres will give a positive destination to those journeys while also reinvigorating the historic centre by a relaxation of the pressures of its radial ties. However, the new peripheral routes are to be carefully scaled and integrated into the local networks so as to promote choice of modes and routes and to avoid the dislocations and disfigurements of the highway programmes of the '60s. The plan conceives the routing of traffic as a system of easy percolation rather than arterial concentration and bottlenecks.

The Périphérique is of course the villain of the piece, not only for local blights and distortions but also for the extreme physical and psychological confinement it has imposed on Paris since its creation in the '60s and '70s. It was built over the firing zone of the 1840s' defensive walls and has served to keep the citizens in more effectively than the walls had kept



the Prussians out. Paris will now be set free.

The plan will bury some sections of the highway out of sight, out of mind as in the Bois de Boulogne. Elsewhere raised sections will be directly engaged into the urban structure as markets and stations. The main line termini themselves will be drawn back from their existing locations on the inner boulevards to form new interchanges at the Périphérique. Their new concourses, spanning above or below the highway, will physically open Paris to its suburbs and provinces and symbolically rejoin the centre to its edge.

Californian plurality at European densities

The daring of Les Cinq Paris lies not so much in the scale of the actions envisaged, which is certainly enormous, but in the entirely new urban topology it proposes — Californian plurality at European densities, edges which are centres, pores in place of arteries. And more remarkable is the interest and inspiration in the suburb as a phenomenon that is not merely a corollary of *rus* and *urbis* but a thing in its own right. Planning of the '60s concentrated on dividing the ideal satellite, and the '80s idealised the centre. The practical '90s may prefer the suburbs where space and infrastructure go easily hand in hand.

Les Cinq Paris itself is a product of state eccentricity. It originates from La Mission Banlieues '89, a small architectural unit created by the Mitterrand government in

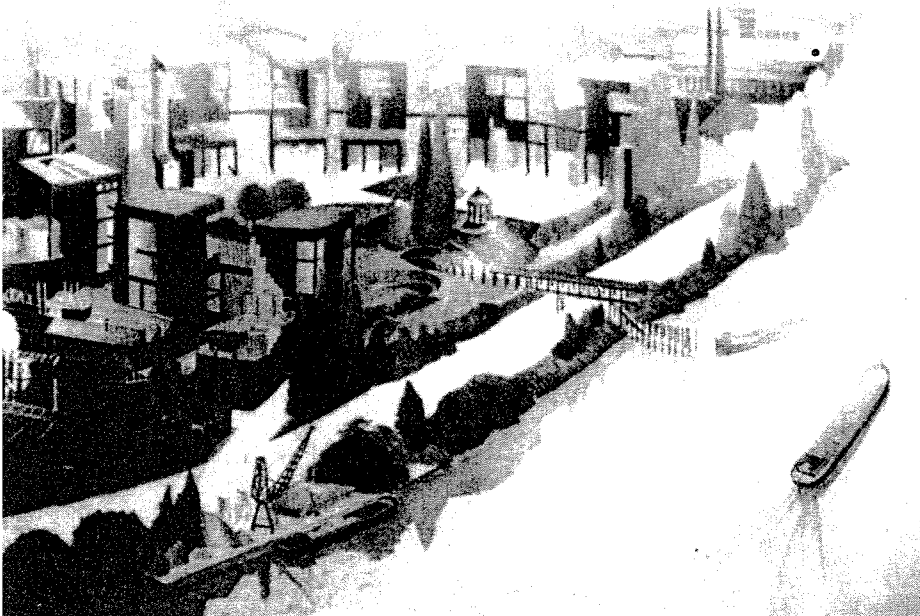
- 1 Les Cinq Paris: Roland Castro's sketch of the proposed Paris of five centres superimposes, with equal weight, the social, political and spatial organisations involved in its realisation. It is less a physical masterplan than a campaign for urban action.
- 2 Paris Armont and Vitry: detailed plan of reclaimed former industrial land along the Seine. Centrepiece is a new island created by flooding an old railway cutting.
- 3 Example of scheme commissioned by Banlieues '89 to show constructive use of residual land at meeting of Périphérique and national *autoroutes*: as a park.

See also Architectural Review
 Aug '89 - PARIS
 Dec '89 - Remodeling LA

LES CINQ PARIS

8

By creating a verdant elliptical park beside the Seine in Paris Arment, city and river are joined and the suburb can breathe.



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dislocations revealed themselves in the maps. These showed for example a consistent pattern of no-man's-lands caused by the dumping of unwelcome uses at the administrative boundaries of communes, zones which once established confirmed political fiefdoms and concealed the common interest of neighbouring territories and the likely benefits of co-operative action. Equally the maps revealed opportunities for growth and revitalisation, and particularly the under-utilised and undervalued role of the Seine.

Quality for a region

Built on these observations Les Cinq Paris bids to shape both the methodology and the goals of the new 20-year regional plan which is currently being prepared for Paris. It proposes a qualitative architectural urbanism to replace the quantitative analyses and unitary zoning principles of the previous 20-year plan. It rejects the polarisation of planning into macro and micro scales where flows and inputs magically beget streetscapes, and insists on a continuous and empirically justified spectrum of vision from city strategy to *tabac* kiosk. Frequently the middle ground of that spectrum is the suburb.

Critics argue that this continuity of vision is too prescriptive, and will stifle the pluralism and change that it espouses. They see in Les Cinq Paris a typical example of socialist centralism couched as devolving local democracy, and one that would pervert the true path of urban development. What autonomy would the five centres enjoy in practice, and how could the Johnny-come-latelies compete with the established privileges of the historic centre? Supporters of the plan argue that the detail of the vision is merely illustrative of the power of the qualitative approach, and that the task of the plan is to catalyse existing potentials within the city. They see the role of Banlieues '89 as the irritant which is at once essential to and always foreign to the growth of a crystal.

There is certainly a vanguard mentality in the arguments, and one very special to a French idea of the liberties of the citizen and the state, but it is one that is refreshing in view of the rudderless condition of London, where challenges like the Docklands provoke a relaxation of control rather than a concentration of vision. It should, for example, be recognised that developments of such scale, which could include King's Cross and London's last great parcel of open development land on the site of the Friern Hospital, may require exceptional planning methodologies to guide their impact on local and central needs.

Les Cinq Paris and Mitterrand's Grands Projets form a single strategy to realise, as it is deftly put, 'a capital at the scale of the new Europe'. To achieve this goal which will assure Paris' diplomatic and economic future, it is understood that free and rapid communications with the rest of Europe must not stop at the airport and must be matched within the French capital by an equal expansion and improvement of structural, cultural and social facilities which the geographic confinement of the old centre alone will never provide. It is therefore imperative to engage the suburbs and the Seine into this new vision. Les Cinq Paris argues that the best vehicle for this expansion of urban and international horizons is a city of federal rivalry based on common interest — along the lines of the EC perhaps. Mitterrand's achievement is that all Europe knows what is going on in the Paris suburbs.