

INQUIRY INTO ISSUES RELATING TO REDFERN/WATERLOO

Organisation: Planning Institute of Australia (NSW Division)
Name: Mr Nick Juradowitch
Position: Chairperson
Telephone: 02 9412 3058
Date Received: 03/05/2004

Theme:

Summary

Committee Social Issues - PIA Submission - Redfern Waterloo Issues Inquiry

From: "Nick Juradowitch" <nick@inghamplanning.com.au>
To: <socialissues@parliament.nsw.gov.au>
Date: 30/04/2004 5:41 PM
Subject: PIA Submission - Redfern Waterloo Issues Inquiry
CC: "Roxanne or Kate (E-mail)" <admin@cameobookings.com.au>

Attention Julie Langsworth

Julie please find attached a submission from the Planning Institute of Australia (NSW Division) regarding the above Inquiry. The submission was prepared by Elizabeth Rice a PIA Member and has been endorsed by the Division's Metropolitan and Environment Sub-Committee. If you require any further info or wish to provide details on the Inquiry and its deliberations please contact Elizabeth directly. Her details are on the cover page of the submission proper. I have posted a signed hard copy version under letterhead today.

Regards Nick Juradowitch (Sub-Cttee Chairperson) 30/4

30th April 2004

The Hon J C Burnswoods, MLC
Chair
Standing Committee on Social Issues
NSW Legislative Council
Parliament House
Macquarie Street
Sydney NSW 2000

Dear Ms Burnswoods

RE: Inquiry into Issues relating to Redfern/Waterloo

On behalf of the Planning Institute of Australia (NSW Division), I am attaching a submission to the above Inquiry, outlining an approach to developing a sustainable social, economic and environmental future for Redfern/Waterloo.

The Planning Institute of Australia (PIA) is the national professional organisation representing qualified planners in Australia, and promotes excellence in planning. It was founded in 1951 and now has more than 3500 members in divisions in every state and territory in Australia, in addition to overseas members.

PIA has adopted a national Creating Liveable Communities agenda, which is supported by a number of related policies in this area. Two of these policies form the framework around which this submission is constructed.

The submission summarises the challenges that must be met if there is to be a sustainable future for Redfern/Waterloo. PIA (NSW Division) would welcome the opportunity, at an appropriate time during the Committee's hearings, to elaborate on the integrated, inclusive planning approach that is required to secure this future.

Yours faithfully

Nick Juradowitch
Chairperson
Metropolitan & Environment Sub-Committee
Planning Institute of Australia (NSW Division)

INQUIRY INTO REDFERN/WATERLOO ISSUES

BY

**STANDING COMMITTEE ON SOCIAL ISSUES
OF
NSW LEGISLATIVE COUNCIL**

SUBMISSION

FROM

**PLANNING INSTITUTE OF AUSTRALIA (NSW
DIVISION)**

30 APRIL 2004

Contact for inquiries and requests:

Elizabeth Rice

Metropolitan And Environment Sub-Committee

Planning Institute Of Australia (NSW Division)

Phone: 02 9412 3058
Email: erice@comcen.com.au

THIS SUBMISSION MAY BE RELEASED PUBLICLY

INQUIRY INTO REDFERN WATERLOO ISSUES
STANDING COMMITTEE ON SOCIAL ISSUES OF NSW LEGISLATIVE COUNCIL
SUBMISSION FROM PLANNING INSTITUTE OF AUSTRALIA (NSW DIVISION)

CONTENTS

1. INTRODUCTION

1.1 Rationale for Submission by PIA (NSW)

1.2 Objectives of Submission

2. REDFERN/WATERLOO

2.1 Strategy

2.2 Key Issues
Challenges
Implementation

3. CONCLUSION

Attachment A: REDFERN/WATERLOO - CHALLENGES AND ISSUES

1. Introduction

1.1 Why Use PIA's Policy as the Framework for Analysis?

1.2 How Does this Analysis Use PIA's Policy Framework to Examine Redfern/Waterloo Issues?

1.3 What Other Challenges Need to be Taken into Account?

2. The Challenges

2.1 Challenge 1: Keeping Our Cities World Competitive
Aspect of Challenge relevant to Redfern/Waterloo
Issues for Redfern/Waterloo

2.2 Challenge 2: The Metropolitan - Country Divide
Aspect of Challenge relevant to Redfern/Waterloo
Issues for Redfern/Waterloo

2.3 Challenge 3: Inequality and Social Exclusion
Aspect of Challenge relevant to Redfern/Waterloo
Issues for Redfern/Waterloo

2.4 Challenge 4: Affordable Housing
Aspect of Challenge relevant to Redfern/Waterloo
Issues for Redfern/Waterloo

2.5 Challenge 5: Australia's Diminished Ecological Integrity

2.6 Challenge 6: Settlement Patterns and the Greenhouse Gas Problem

2.7 Challenge 7: Settlement Patterns and Health

Aspects of Challenges relevant to Redfern/Waterloo
Issues for Redfern/Waterloo

REFERENCES

<p style="text-align: center;">INQUIRY INTO REDFERN WATERLOO ISSUES</p> <p style="text-align: center;">STANDING COMMITTEE ON SOCIAL ISSUES OF NSW LEGISLATIVE COUNCIL</p> <p style="text-align: center;">SUBMISSION FROM PLANNING INSTITUTE OF AUSTRALIA (NSW DIVISION)</p>
--

1. INTRODUCTION

1.1 Rationale for Submission by PIA (NSW)

This submission is made on behalf of the NSW Division of the Planning Institute of Australia (PIA).

PIA is the national body for a wide range of planning professionals. Its Vision is:

To support the Australian planning profession and community in the creation of liveable communities, vibrant economies, sustainable places, diverse cultural expression and social cohesion.

All aspects of this Vision are relevant to Redfern/Waterloo, as are PIA's national policy statements on Liveable Communities. These policy statements, as well as additional information on PIA's objectives, are available at <http://www.planning.org.au/>.

(For the names of these policies, referred to hereafter as LC 1 and LC 2, and the difference between them, see 1.1 of Attachment A.)

1.2 Objectives of Submission

The Redfern/Waterloo area has been subjected to numerous interventions, affecting both Aboriginal and non-Aboriginal residents, for several decades.

None of these interventions has proved effective in the long term.

PIA (NSW) will therefore limit its submission to:

- proposing an inclusive, transparent, participative process of problem identification and problem solving for Redfern/Waterloo which:
 - includes all those with a stake in the area
 - facilitates their engagement in this process
 - retains their engagement through the process of making the trade-offs among objectives that are an inescapable part of urban governance
- listing some of the issues PIA regards as critical to a sustainable future for Redfern/Waterloo, for testing - along with the views of other stakeholders - as part of the above process.

2. REDFERN/WATERLOO

2.1 Strategy

For PIA, *[u]rban and regional policy is about the places where we live, learn, work and recreate* (LC 2, p 4).

Sustainable urban strategies for Redfern/Waterloo must therefore include:

- all the factors affecting these activities
- all the agencies, at Commonwealth, State and Local levels, which create policy or deliver services relating to these activities
- non-government peak, advocacy and service delivery agencies related to these activities, at levels appropriate to the activities involved
- business and industry.

They must also take account of:

- explicitly spatial factors (ie those intended to relate to Redfern/Waterloo)
- the spatial effects of universal and targeted policies (ie the effects, including cumulative impacts, experienced in Redfern/Waterloo and by Redfern/Waterloo stakeholders, from policies without a specific spatial focus)
- the ways in which social, environmental and economic sustainability issues interact (eg education, health and transport are social as well as economic issues) - in general, and in Redfern/Waterloo.

To be successful, sustainable strategies must also be owned by their stakeholders. The Redfern/Waterloo stakeholders must therefore be included in all aspects of strategy development for the area, including initial scoping.

2.2 Key Issues

Challenges: PIA has identified seven key challenges affecting the development of liveable communities in Australia (LC 2, pp i-lxxiv). These challenges all relate, in some degree, to issues faced in Redfern/Waterloo.

These challenges are:

- Challenge 1: Keeping Our Cities World Competitive
- Challenge 2: The Metropolitan - Country Divide
- Challenge 3: Inequality and Social Exclusion
- Challenge 4: Affordable Housing
- Challenge 5: Australia's Diminished Ecological Integrity
- Challenge 6: Settlement Patterns and the Greenhouse Gas Problem
- Challenge 7: Settlement Patterns and Health

Attachment A to this submission outlines PIA's view of the way these challenges affect a sustainable future for Redfern/Waterloo.

Implementation: PIA advocates integrated policy, planning and program development among the three levels of government, based on the principle of subsidiarity (LC 2, p 12) as the best way of meeting these challenges.

Ultimately this would require a national framework with targets and indicators for social, environmental and economic sustainability (LC 2, pp 1-3; pp 13-19).

However, the lack of a formally endorsed framework of this kind need not prevent action that would ultimately be consistent with it.

In Redfern/Waterloo this would mean:

- developing principles for sustainable development consistent with the advocated framework
- identifying the policy, planning and program areas and activities that cannot be undertaken effectively in the absence of an integrated approach among the different levels of government
- developing approaches that are as effective as possible under existing conditions
- advocating to the appropriate levels of government in relation to the "missing elements".

This would have double benefits:

- it would secure as sustainable a future for Redfern/Waterloo as is currently possible
- it would, without detriment to Redfern/Waterloo, provide real world instances of the obstacles to be overcome in implementing integrated spatially based policy and planning, which would be of benefit across Australia.

3. CONCLUSION

PIA (NSW) stresses the need for the Inquiry to result in recommendations for action to address the challenges to a sustainable social, environmental and economic future for Redfern/Waterloo.

However, this action is doomed to failure unless it is built upon a process that ensures that the residents of Redfern/Waterloo are given the key role in defining the problems facing the area and in shaping their solutions.

To complement this process, PIA (NSW) is willing to present, at an appropriate time during the Committee's hearings, its view on how, even in the absence of an agreed Commonwealth/State/Local framework on all aspects of sustainability, an effective, integrated, inclusive planning approach **could** be developed and implemented in Redfern/Waterloo.

REDFERN/WATERLOO - CHALLENGES AND ISSUES

1. Introduction**1.1 Why Use PIA's Policy as the Framework for Analysis?**

This analysis of the challenges facing Redfern/Waterloo is framed within the Liveable Communities policy adopted by the Planning Institute of Australia (PIA) as:

- in its original form, the 2001 policy named *Liveable Communities: A National Agenda* (LC 1) identified the critical issues affecting the development of liveable communities in Australia
- the 2004 revision of this policy, *Liveable Communities: How the Commonwealth can foster sustainable cities and regions* (LC 2), explicitly addresses the challenges of creating sustainable communities in the context of shared Commonwealth/State/Local responsibilities.

Both the critical issues identified in the policy, and the challenges to resolving them, are relevant to Redfern/Waterloo.

1.2 How Does this Analysis Use PIA's Policy Framework to Examine Redfern/Waterloo Issues?

This analysis:

- lists the challenges to sustainable communities identified by PIA
- provides a brief extract from the PIA policy to signal the aspect of the challenge that relates to Redfern/Waterloo in general
- provides a summary of the specific issues that this challenge poses for Redfern/Waterloo.

1.3 What Other Challenges Need to be Taken into Account?

PIA's Liveable Communities policy identifies *comparative living standards in indigenous communities* as one of the key components of the Australian Sustainable Development Charter it proposes (LC 2, pp 1-2).

If Redfern/Waterloo is to have a sustainable future, it is critical that the challenge of meeting the needs of its indigenous residents appropriately and effectively be met.. Doing so will require attention to matters extending well beyond the local area.

2. The Challenges**2.1 Challenge 1: Keeping Our Cities World Competitive**Aspect of Challenge relevant to Redfern/Waterloo

Changes in the world economy, including globalisation and e-commerce, mean that ... *Australia's cities will increasingly play a dominant role in the economy. This will largely be due to the depth of the informal and formal infrastructures for building knowledge and creativity in the nation's major urban centres*" (LC 2, Attach A, p iv).

Issues for Redfern/Waterloo

Redfern/Waterloo occupies a strategic position in relation to the CBD of Sydney, being contiguous to both the CBD and the airport corridor.

It is thus well placed to enhance Sydney's global competitiveness and reap, in turn, the benefits that derive from globalisation.

However, a key challenge is to ensure that these benefits are shared by the individuals, families and communities of Redfern/Waterloo.

For this to occur, Redfern/Waterloo must develop in ways that:

- retain a balance between new and old development
- encourage residents who wish to remain in the area to do so, not force them out.

A recent public statement made by the NSW Premier indicates that his 25 year time frame for Redfern includes *major commercial development of Redfern ... because of its ... public transport focus, ... its proximity to the investment being rolled out of the Australian Technology Park ... and ... because it is the obvious place to take a rollover, spill over of the commercial investment in Sydney's Central Business District* (Carr, 19 February 2004).

It is not clear whether this statement refers to the staged development of currently known redevelopment sites in Redfern/Waterloo or to additional sites, large or small.

At present, the RED Strategy alone, under the umbrella of the Redfern/Waterloo Partnership Project (RWPP), includes *the key sites adjacent to Redfern Station including ATP, the railway yards, the air space above the station, Council depots and the TNT carpark* (RWPP, Cox and Planning NSW, <http://www.redfernwaterloo.nsw.gov.au/Publications/Factsheet1.pdf>).

To this should be added the North Eveleigh Rail Yard, for which planning is apparently proceeding separately.

PIA (NSW) is aware that the RED Strategy encompasses more than major redevelopment sites, intends using infrastructure to drive social outcomes, and has developed draft principles which are intended to support this objective (RWPP, Cox, and Planning NSW, <http://www.redfernwaterloo.nsw.gov.au/Publications/2NDFactsheet.pdf>). However the Redfern/Waterloo community is still waiting for the release for consultation of the final principles, which were to be made public in February 2004, and there is evidence of some disquiet in the area over the type of consultation models and processes used to develop the RED Strategy to this stage.

Maintaining an appropriate balance in development in Redfern/Waterloo, and retaining a social mix in the area, are not matters that can be relegated to the margins. Achieving these objectives is essential not only to the welfare of residents of Redfern/Waterloo, but also to Sydney's global competitiveness, as successful global cities require attractive living and working environments with stable and equitable settings (LC 2, p xlix).

The extent to which this can be achieved in Redfern/Waterloo depends to a large degree on how well we can meet Challenge 1 there, in conjunction with Challenges 3 and 4 below.

2.2 Challenge 2: The Metropolitan - Country Divide

Aspect of Challenge relevant to Redfern/Waterloo

At the broad geographical level of definition between metropolitan and country, the levels of disadvantage associated with [lack of] access to the larger cities has now been well documented (LC 2, Attach A, p xi).

Issues for Redfern/Waterloo

This challenge relates only partially to Redfern/Waterloo, as the relevant socio-economic divide here is between different groups within Redfern/Waterloo, and between Redfern/Waterloo and other parts of the Greater Metropolitan (GMR) of Sydney.

Its most obvious relevance is to the Aboriginal community, many members of whom move back and forward between Redfern/Waterloo and regional Australia. This movement occurs for both historical reasons, and because the Aboriginal specific services in the area are a focus for Aboriginal people across NSW (and sometimes beyond it).

Two of the consequences of this movement are:

- the difficulties faced by members of the Aboriginal community in meeting the higher housing costs in Redfern/Waterloo
- the need for local service providers to respond to mobile individuals and families.

2.3 Challenge 3: Inequality and Social Exclusion

Aspect of Challenge relevant to Redfern/Waterloo

Australia, like many developed countries throughout the world, has become a less equitable society in the last 30-40 years.

This 'polarisation' of Australian society is becoming increasingly apparent in the spatial form of our settlements as both poverty and wealth are tending to concentrate geographically into enclaves characterised either by chronic deprivation or abundant privilege. The increasing spatial concentration of poverty and affluence in Australia is driving a self-perpetuating process of social exclusion where certain groups and individuals in the population are becoming marginalised from mainstream society (LC 2, Attach A, p xvii).

Social exclusion needs be addressed, not only for reasons of social justice and equity, but also from a pragmatic perspective: polarisation of Australian society has the potential to undermine our political stability and even our economic competitiveness. In an era characterised by footloose global capital and a highly mobile workforce, factors such as political and economic stability, quality of life and social cohesion will become increasingly important. Our ability to attract investment will largely depend on our capacity to offer an attractive living and working environment – to provide a stable and equitable setting which fosters innovation and entrepreneurial endeavour (LC 2, p xlix).

(Note: The most recent information on Australia's progress in addressing inequality and social exclusion is contained in *Measures of Australia's Progress*, a report prepared by the Australian Bureau of Statistics (ABS), which was released on 21 April 2004.

On financial hardship, the report indicates that: *Between 1994-95 to 2000-01 the real income of less well-off Australians (those in the second and third lowest deciles of the income distribution) grew by 8%. But the incomes of better-off groups increased by proportionally more.*

(<http://www.abs.gov.au/Ausstats/abs%40.nsf/94713ad445ff1425ca25682000192af2/92623c5eb67b6191ca256e7d00002639!OpenDocument>)

Issues for Redfern/Waterloo

As the extracts above indicate, inequality and social exclusion are undesirable because of their impacts on particular individuals, families and communities, and because of their impacts on Australia's political and economic future.

Inequality and social exclusion mark the lives of many people in Redfern/Waterloo. All levels of government need to work with the community and with each other to identify and address the issues that contribute to this situation, within a framework that recognises:

- the interaction between spatial and aspatial policy
- the cumulative impacts of multiple disadvantage.

In doing so, particular care needs to be taken to ensure that proposals to address these problems do not have unintended, and counter-productive, consequences either because their focus is too narrow (LC 2, p xxxii) or because lack of coordination allows initiatives operating at different levels to undermine each other (LC 2, p xxxiii).

The development process for such proposals should also build on sound social planning principles such as:

- commitment to real community participation and on-the-ground outcomes from all stakeholders
- access to employment, health, education, housing and a safe environment
- recognition and valuing of the cultural environment
- ensuring all the voices are heard - an inclusive process that engages community leaders, children, youth, women and men
- a coordinated and cooperative approach to planning and service delivery in collaboration with the community to deliver real world on-the-ground outcomes.

Current initiatives in Redfern/Waterloo, including the diverse range of initiatives under the umbrella of the Redfern/Waterloo Partnership Project, need to be reassessed in the light of these comments.

2.4 Challenge 4: Affordable Housing

Aspect of Challenge relevant to Redfern/Waterloo

Gentrification of traditionally low cost housing areas is a problem in many parts of Australia and has forced many low income households into marginal urban and rural areas which have poor services and facilities, thereby reinforcing the social and economic disadvantage they experience (LC 2, Attach A, p xxxix).

Left unattended, the forces of the new knowledge economy will polarise the social structure and geography of our major cities. Whereas once the inner cities provided a cheap housing resource in close proximity to training, employment, health and leisure opportunities, low income people are increasingly being squeezed out to less well served locations (LC 1, p 24).

Issues for Redfern/Waterloo

Like inequality and social exclusion, affordable housing is a complex issue, where policy and programs need to be developed jointly among the three levels of government, and where a broad range of approaches is likely to be needed.

Some of these are outlined in LC 2 (pp xxxiii-xlix), which makes it clear that developing affordable housing goes well beyond the provision of public housing.

Nonetheless, public housing and community housing are an important part of the Redfern/Waterloo area and should remain so, for the reasons articulated in the previous sections relating to Challenges 1 and 3.

Indigenous housing is also a longstanding feature of Redfern/Waterloo, and should be retained both for reasons outlined above and because of the iconic status of the most well known Aboriginal housing in Redfern/Waterloo, "the Block".

In relation to the Block, the Aboriginal Housing Company states that it has proudly accepted an invitation to work in partnership with the State Government's RED (Redfern Waterloo Darlington) Strategy to develop an integrated Master Plan for the Block in coordination with the regional plans for the whole Redfern area (<http://www.ahc.org.au/>).

The same comments apply here as were made in the previous section: the RWPP needs to be reassessed in terms of its capacity, through its processes and its projects, to address entrenched disadvantage. In this case, the focus would also need to be on how policy, programs and services in and for Redfern/Waterloo can interact to ensure that the Block represents more than a symbolic attachment to place.

2.5 Challenge 5: Australia's Diminished Ecological Integrity

Aspect of Challenge relevant to Redfern/Waterloo

The very real link between sustainable national growth and development and the management of our land and water resources is becoming increasingly apparent. Moreover, the demand for rising standards of living and improved social outcomes is ultimately tied to the maintenance of ecological integrity and our unique biodiversity (LC 2, Attach A, p xlix).

2.6 Challenge 6: Settlement Patterns and the Greenhouse Gas Problem

Aspect of Challenge relevant to Redfern/Waterloo

While agriculture, industrial processes and forestry are significant generators of greenhouse gases, emissions from the energy and transport sectors are the most closely linked to settlement patterns (LC 2, Attach A, p lvi).

2.7 Challenge 7: Settlement Patterns and Health

Aspect of Challenge relevant to Redfern/Waterloo

Yet urban living still accounts for substantial health costs in Australia (LC 2, Attach A, p lxxv).

Issues for Redfern/Waterloo

These challenges are discussed together here as the issues they raise are inter-related. These issues include:

- understanding of the nexus between the environment and social and economic issues
- population and settlement
- production, energy use and waste flows
- energy and transport sectors
- pollution (air, water, noise)
- non-active transport dependency
- urban form and health.

All these issues affect the Greater Metropolitan Region (GMR) of Sydney (which includes Sydney, Newcastle and Wollongong), and potentially all of them relate to Redfern/Waterloo.

Focussed research is need to determine the extent to which:

- these issues pose challenges to Redfern/Waterloo which must be met by specific responses in or for that area
- they are similar to those faced across the GMR and can be met by generic GMR responses to these issues.

This research needs to take into account the way many of these issues also interact with Challenges 1, 3 and 4.

REFERENCES

Aboriginal Housing Company (undated) *Development/New Announcement* at (<http://www.ahc.org.au/>).

Australian Bureau of Statistics (2004) *Measures of Australia's Progress*, <http://www.abs.gov.au/Ausstats/abs%40.nsf/46d1bc47ac9d0c7bca256c470025ff87/398ab89dbd6cba6fca256e7d00002636!OpenDocument>

Carr, RJ, MP, The Hon, Premier of NSW (19 February 2004) *Speech to The Committee for Sydney: Forum on Sydney* (photocopy).

Planning Institute of Australia (undated) *Objectives*, <http://www.planning.org.au/>

Planning Institute of Australia (2001) *Liveable Communities: A National Agenda* (LC 1), <http://www.planning.org.au/>

Planning Institute of Australia (2004) *Liveable Communities: How the Commonwealth can foster sustainable cities and regions* (LC 2), <http://www.planning.org.au/>

RWPP (Redfern/Waterloo Partnership Program), Cox and Planning NSW (undated) *RED Strategy Strategic Planning Framework*, <http://www.redfernwaterloo.nsw.gov.au/Publications/Factsheet1.pdf>

RWPP (Redfern/Waterloo Partnership Program), Cox and Planning NSW (undated) *RED Strategy:Strategic Planning Framework*, <http://www.redfernwaterloo.nsw.gov.au/Publications/2NDFactsheet.pdf>