

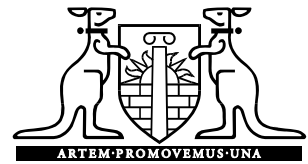
INQUIRY INTO CROSS CITY TUNNEL

Organisation: The Royal Australian Institute of Architects
Name: Dr Deborah Dearing
Position: President - RAlA NSW Chapter
Telephone: 02 9365 2955
Date Received: 18/01/2006

Theme:

Summary

THE ROYAL AUSTRALIAN INSTITUTE OF ARCHITECTS



18 January 2006

Joint Select Committee on the Cross City Tunnel

Parliament House,
Macquarie Street
SYDNEY NSW 2000

Attention: The Director

Dear Sir/Madam,

RE: INQUIRY INTO THE CROSS CITY TUNNEL

Please find attached a copy of the response of the NSW Chapter of the Royal Australian Institute of Architects to Inquiry into the Cross City Tunnel by the Joint Select Committee on the Cross City Tunnel. If you have any further queries, please do not hesitate to contact Kylie Mills, Public Affairs Manager on 9356 2955 or at the below address.

Yours sincerely,

Dr Deborah Dearing
President – RAI NSW Chapter

NSW CHAPTER
'TUSCULUM'
3 MANNING STREET
POTTS POINT NSW 2011

TELEPHONE 02 **9356 2955**
FACSIMILE 02 9368 1164
EMAIL nsw@raia.com.au

THE ROYAL AUSTRALIAN
INSTITUTE OF ARCHITECTS
ABN 72 000 023 012



The Royal Australian
Institute of Architects

**Inquiry into the
Cross City Tunnel**

Submission to
Parliament of
New South Wales

January 2006

SUBMISSION BY

Royal Australian Institute of Architects, NSW Chapter (RAIA)
Tusculum, 3 Manning Street
Potts Point NSW 2011
Tel: (02) 9356 2955
Fax: (02) 9368 1164

PURPOSE

- This submission is made by the NSW Chapter of the Royal Australian Institute of Architects (RAIA), to the Joint Selection Committee on the Cross City Tunnel of the Parliament of New South Wales – in relation to the Inquiry into the Cross City Tunnel.
- This submission has been prepared, compiled and edited by Kylie Mills with the assistance of the Housing & Urban Design Committee of the RAIA, particularly Vice President, Mr Stephen Buzacott.
- At the time of this submission the office bearers of the NSW Chapter are: Dr. Deborah Dearing (President), Stephen Buzacott (Vice President), Caroline Pidcock (Immediate Past-President), Beverley Garlick, Jacqueline Urford, Roger Barrett, Peter Poulet, Michael Mandl, Tim Horton, Ingrid Pearson, Graham Bell, Steve Kennedy (Chapter Councillors).

INFORMATION

Who is making this submission?

- The Royal Australian Institute of Architects (RAIA) is a voluntary subscription-based member organization with 9,181 members, of which 4,972 are registrable architect members. It is bound by a Code of Ethics and Disciplinary Procedures.
- The New South Wales Chapter of the RAIA has 2,848 members of which 1,485 are registrable architect members representing 52% of all registered architects in NSW.
- The RAIA, incorporated in 1929, is one of the 96 member associations of the International Union of Architects (UIA) and is represented on the International Practice Commission.

Where does the RAIA rank as a professional association?

- At 9,181 members, the RAIA represents the largest group of non-engineer design professionals in Australia.
- Other related organisations by membership size include: The Design Institute of Australia (DIA) 1,500 members; the Building Designers Association of Australia (BDAA) 2,200 members; the Australian Institute of Landscape Architects (AILA) 1,000 members; and the Australian Academy of Design (AAD) 150 members.

1.0 INTRODUCTION

1.1 Inquiry into the Cross City Tunnel

1.1.1 The RAI is pleased to provide comment to the Inquiry into the Cross City Tunnel by the Joint Select Committee on the Cross City Tunnel.

This submission focuses on design issues that fall predominantly under items (f) and (g) of the terms of reference. These relate to:

(f) The role of Government agencies in entering into major public private partnership agreements, including public consultation processes and terms and conditions included in such agreements, and

(g) Any other related matters

2.0 TERMS OF REFERENCE

2.1 The role of Government agencies: item (f)

2.1.1 "There is a poor history of private infrastructure development in Australia. The Government has been the only genuine equitable provider of infrastructure" (*Buzacott*). This has had a major impact on Australian society. The privatisation of utilities has evolved over time establishing outcomes in a wide variety of categories that have both advantages and disadvantages, economically and within the social and physical environments.

"The present Government's economic aversion to debt financing has lead to a situation where the public good is only "good" when it makes a profit for some one else, which leaves the hard stuff for the Government to complete" (*Buzacott*).

In addressing the issues of contract procurement and the transparency of the public/private arrangements it appears that the processes involved could have been handled with greater unambiguousness in all phases. The time element involved in notifying the primary stakeholders in the arrangement (the public) should be foreseen and factored into the program for development of the deed agreements and contractual terms and conditions. The early stages of project conception (1990-1997) were comparatively quiet in terms of public consultation compared to 1998-2005.

2.1.2 The reordering of "priority issues" through the public consultation process, resulting in large design modifications to the original proposal to the Cross City Tunnel (ie the tunnel extension at William Street) affected the final outcomes in the Project Deed, as identified in Governmental reports and submissions. This consultation of public stakeholders could have been carried out earlier in the process and staged in smaller specialised portions, and the results investigated and identified before the Project Deed was finalised and signed with the Cross City Motorway Consortium (CCM).

"Individual projects do not have to be launched from "standing starts" on a yearly basis as in the past, a "stop/go" process which has been inimical to good project planning, design, control and on-time delivery" (*Christie Report 1*)

It has long been acknowledged that to achieve the best possible solution in large public projects, planning and design has to be properly integrated across infrastructure projects and that the staging of each of the projects needs to be rational and supported by effective communication with stakeholders.

2.2 Other related matters: item (g) - Design Impacts

2.2.1 The Cross City Tunnel was to have eased city traffic, however it has made street life in the inner city more complex and disjointed. For the tunnel user the Cross City Tunnel appears expensive. The disconnected manner in which the new infrastructure was put together was an extraordinary approach to the urban environment.

2.2.2 Cities are by definition networks and cutting up a network of streets distorts the entire system creating discontinuity and congestion. Since the 1960's there has been a growing awareness amongst architects, urban designers and others that the wholesale demolition of the city and wiping away of whole blocks and precincts and breaking up or disrupting an existing street network is catastrophic to the health of the city.

2.2.3 Writers such as Christopher Alexander in 'A Pattern Language', Lewis Mumford in 'The City in History' or Jane Jacobs in 'The Death and Life of Great American Cities', the latter published over fifty years ago, very plainly set out the dire consequences of breaking up cities into discrete areas by the disruption of the city network, closing roads and destroying the fine grain of city life/uses/built forms by large rebuilding or infrastructure intrusion in the city.

Jacobs in referring to the wholesale demolition of cities in the post war period: *"But look at what we have built with the first several billions: low income projects that have become worse centres of delinquency, vandalism, and general hopelessness than the slums they were supposed to replace; middle-income housing projects which are truly marvels of dullness and regimentation, sealed against buoyancy or vitality. Or try to, with vapid vulgarity; cultural centres that are unable to support a good bookstore; civic centres that are avoided by everyone but bums, who have fewer choices of loitering place than others; commercial centres that are lack-lustre imitations of standardised suburban chain-store shopping; promenades that go from no place to no-where and have no promenaders; **expressways that eviscerate great cities. This is not the rebuilding of cities. This is the sacking of cities.**"*

2.2.4 We in Sydney are still making every one of the above planning mistakes. It is time that the various planning authorities understand the impacts of the ad hoc decision making that has led to this unsatisfactory situation in Central Sydney. So that it can be properly coordinated, the strategic planning of roads and infrastructure should be solely the province of the Department of Planning.

2.2.5 A promising piece of infrastructure, the Cross City Tunnel was designed to reduce traffic in the CBD. However in the process of negotiation to ensure profit for the promoter of the tunnel it has resulted in more street closures in

Woolloomooloo and East Sydney, the narrowing of other streets, the re-phasing of traffic lights and the diverting of local traffic into already busy arterial streets such as Oxford, College and other streets. An obvious outcome for the 50,000 or more local residents (ie people who wish to travel across the line of the expressway for the carrying out of their normal daily life) is that a local trip now involves almost constant heavy traffic and extreme disruption.

2.2.6 Integrated transport planning must be included in metropolitan strategies if best urban design and planning practices are to be followed. Any proposals that disqualify alternatives to roads should be prohibited. In hindsight, perhaps the \$800 million Cross City Tunnel cost could have been better invested to complete the Eastern Suburbs railway and/or extended light rail to Bondi, UNSW / Maroubra, from the CBD.

2.2.7 The only way to reduce traffic into the city is to offer a higher standard of service and efficiency with public transport services. The tunnel provides a good way for through city traffic to bypass 16 or more traffic lights and road congestion, but it must not be priced in such a way to discourage users.

3.0 SUMMARY

3.1 A metropolitan planning strategy that incorporates public infrastructure (including transport) and services that involve project procurement processes with public monies and private contractors should be of a carefully negotiated and transparent. The ideal process would include stakeholder consultations and information sessions throughout all stages and clearly demonstrate that the proposal is justified in terms of the public interest and needs.

3.2 It is necessary to learn from history and today's precedents and not cut up our famous city into discrete pods that are then disconnected. This is important not only in an urban built sense, but also at a community and wellbeing level. Division of a multicultural society by transport infrastructure and limited services can have ramifications, as evidenced in our broadsheets every day.

References

- 1 www.parliament.nsw.gov.au visited 12/01/2006
- 2 <http://www.parliament.nsw.gov.au/prod/parliament/Committee.nsf/0/A69743663274E980CA2570C10082D5D2> visited 12/01/2006
- 3 <http://www.aptnsw.org.au/christie/1.html> The Christie Report 1 visited 11/01/2006
- 4 [http://www.parliament.nsw.gov.au/prod/parliament/committee.nsf/0/b7442fdb1c0b03b8ca2570cf00258a31/\\$FILE/ATTB1HY7/Sub%2001%20RTA.pdf](http://www.parliament.nsw.gov.au/prod/parliament/committee.nsf/0/b7442fdb1c0b03b8ca2570cf00258a31/$FILE/ATTB1HY7/Sub%2001%20RTA.pdf) Submission by: Mike Hannon, RTA, 6-12-2005
- 5 [http://www.parliament.nsw.gov.au/prod/parliament/Committee.nsf/0/1066b44e054d8befca2570dc001af822/\\$FILE/051206%20Hannon%20RTA.pdf](http://www.parliament.nsw.gov.au/prod/parliament/Committee.nsf/0/1066b44e054d8befca2570dc001af822/$FILE/051206%20Hannon%20RTA.pdf) visited 12/01/2006

Bibliography

- 1 **Christopher Alexander**, Sara Ishikawa, and Murray Silverstein with Max Jacobson, Ingrid Fiksdahl-King and Shlomo Angel; A Pattern Language: Towns-Buildings-Construction; 1977 Oxford University Press, New York; ISBN-0-19-501919-9
- 2 **Stephen Buzacott**, Opinion-ated "Cross City Tunnel", Architecture Bulletin January/February 2006, Royal Australian Institute of Architects NSW Chapter
- 3 **Jane Jacobs**, 'The Death and Life of Great American Cities' Copyright 1961, 1989, Originally published: New York; Random House (1961)
- 4 **Lewis Mumford**, "The City in History: Its Origins, It's Transformation, & its Prospects" Copyright 1961, 1989, USA. ISBN 0-15-618035-9