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(NOTE: The Editor gives this issue entirely over to reporting or reproducing the words of two experts.)

This Issue:

1. Planning and Democracy --- Paul Ritter Speaks
2. Alternative Undergrounds--- I.D. Richards Speaks

1. PLANNING AND DEMOCRACY --- Paul Ritter Speaks

(Reported, quoted and paraphrased by "Gamma")

What follows are notes taken on a talk by Cr. Paul Ritter of Perth addressing the Fabian Society in Melbourne 23/5/1969:-

22/9. "Urban Planning in Australia" - Address

In the introduction to his talk Mr. Ritter explained some of the background which resulted in his dismissal from the position of City Planner in Perth.

He pointed out that many Town Clerks and City Engineers have immense powers and that few of them are orientated as Town Planners. It is the duty of the Planner to get through to the Councillors. To convince them of the plans. It is useless for a Planner to have bright ideas unless he can sell them and make them so they can be carried out.

Planning of Existing Cities

All Planners have the task of planning existing cities. In a planning team, everyone (from the office girl to the top planner) must know what the plan is. The following definition has helped to weld the team and to give it understanding.....

Planning to (1) Effect growth, (2) According to criteria, (3) Opportunely with (4) Design skill.

This definition takes into consideration the existing environment. Dealing with each part of the definition, Mr. Ritter gave the following amplifications:

Effecting growth.... in a city there is movement...decay, renewal expansion, contraction. In this process patterns evolve and the plan becomes part of the patterns.

According to Criteria.... in a democratic society aims are realised through the elected representatives of the people (Councillors etc). The Planner with ideas must have the ideas agreed to by the elected representatives. It is incredibly important to ensure this. Aims, criteria etc, are of necessity value judgements....e.g. private cars, public transport, central city growth, limiting size of city. The planner has to intelligently feed material to the elected representatives so that they can make the best possible value judgements.

The Opportune Time.... for putting the plan into effect calls for great flexibility. For example...St. Georges Terrace in Perth. The planning team made a plan or "diagram of intent".. not an accurate plan, but a plan which showed the general nature of how the street could be better planned as part of the city, before presenting the plan to the people who would be effected, the advantages of such a scheme were worked out. Mr. Ritter said "I can talk with conviction about this because already parts of

of this plan are being put into practise in St. Georges Terrace.... It does work".

Design Skill.... takes a long time to acquire. It enables the planner to have ideas, however spontaneously, which incorporate, without close checking, the aesthetic functional and economic aspects of the whole scheme. A planner is always being asked. "Yes, that's okay, but how can we make it pay?" Mr. Ritter said, "private enterprise representatives and councillors are all concerned about the economic feasibility of plans and the planner has to be able to convince them not only of the benefits of the scheme for the people but how it can be paid for".

In recapitulating these four points Mr. Ritter said.... design skill must combine aesthetic, functional and economic aspects of the plan, the plan must be so designed as to be put into effect one part at a time as opportunities arose; the aims (criteria) must be understood by the whole team and by the elected representatives so that all are familiar with the planning concept; to allow for growth the plan must be able to be modified to adapt to the changes of time.

To Effect the Plan.... it is necessary to develop a wide acceptance of the planning scheme by the public. Use the press, T.V. radio, displays of plans, public forums. Mr. Ritter gave some details of his experiences in developing this public relations side of his town planning work in Perth.

2/22/9 Answers to Questions

Mr. Ritter was asked a number of questions. Here are some facts and ideas which he stated during this part of the evening.

Price of Land in Perth.

"Despite the McGarry report of 1963, land still remains the currency in Perth. There seems to be plenty of Australian and overseas investors who are able to buy up the land as it is released for homes."

Preservation of Old Historic Buildings.

"In some instances in Perth the plot ratio is altered to allow a historic building to be preserved... e.g. the Cloisters." and "To keep a street like Collins Street, Melbourne it is quite possible to keep the facades and let development go on behind... leave the facades like sculptures." "the effect on the pedestrian in streets lined with towering glass square buildings (as in Stockholm) is quite shattering."

Underground Railway for Melbourne.

"Collecting material now for book "Planning in Australia" and will be giving detailed thought to the Melbourne underground. In making a decision on such an issue it is necessary to demand criteria on which the proposition is based... if the criteria is different from one you accept, then argue about this criteria. Before attacking a plan know precisely what they are trying to do and see if the underground is the answer to the problem. Don't confuse the criteria and the concept. Don't confuse the need to plan for better transport with the underground."

Jane Jacobs.

"A muddled-headed influence in planning and she should never have had the chance to put her ideas forward. Incredible... she undermines the best planning principles. Confused thinking, takes no account of change... of the car, the changing environment, in modern city can't look for the little comfortable streets as the main way of living... can't have either this or that — planning has many different solutions."

Radburn Plan.

"Radburns are not being built because of lack of understanding of the real needs of the people. Those who now build cross roads are murderers as surely as those who built guillotines. There need be no such thing as a back and a front to a house. It is more economic to plan in a Radburn way than in the traditional laying out of houses."

Rockingham Park.

"A new housing development in Perth which has been laid out on the Radburn principle. There are seven pedestrian underpasses over which pass the vehicular traffic. These underpasses have been built as cheap, light, interesting play places for children. Children can run sticks along corrugations, blopp, blop, blop or they can skid-slide along an iron railing or pick pieces off the wall. A new type of sculpture...instant sculpture has been especially featured in these underpasses..The bas-relief is soft and can be picked off by kiddies and after a while quite a different bas-relief is exposed. (Ritter's own creation). Some children prefer to play around in the underpass rather than go on the shops. There are seven such play shelter underpasses on the estate, each with its own character and all for children."

Leaning Walls.

"Leaning is fundamental, sitting down is to commit yourself. Need for sloping walls for leaners. Planned a wall at a busy bus stop with wall for leaners, then benches of various heights for leaning or sitting or for kiddies to scramble on. Leaning has not yet been recognised and not yet catered for."

Pylons and High Buildings.

"After^{Le} Corbusier people went overseas to study how to erect buildings on pylons, now go overseas to study how to fill in the space under the buildings on the pylons. Indiscriminate placing of tall buildings produces a micro-climate."

Disenchantment.

"Some terrible disappointments as planners, but crow about the positive things, because this inspires you to further effort."

Team Work.

"Maximise the skill of people by co-operation. The Perth team a fantastic team. Need a combination of all different types of people."

Public Relations.

"Planning and public relations are not separated. A planner gets inspired by talking to people such as journalists. I had to do the P.R., as I could not exist unless I was in this relationship. The depths of understanding cannot be transferred. There are inspired public relations people and they also have a role."

Democracy.

"We are not taught how to work democratically. We have to teach ourselves this. The key to planning is not saying. "That is where it is going to go"... but rather having an "idea plan" accepted by the broadest possible range of people."

3/22/9

"The Democratic Planning Process"

(Quote from "City Planning Perth" by Paul Ritter - The Ritter Press, 76 Brookton Highway, Kalamseott, W.A. August 1968.)

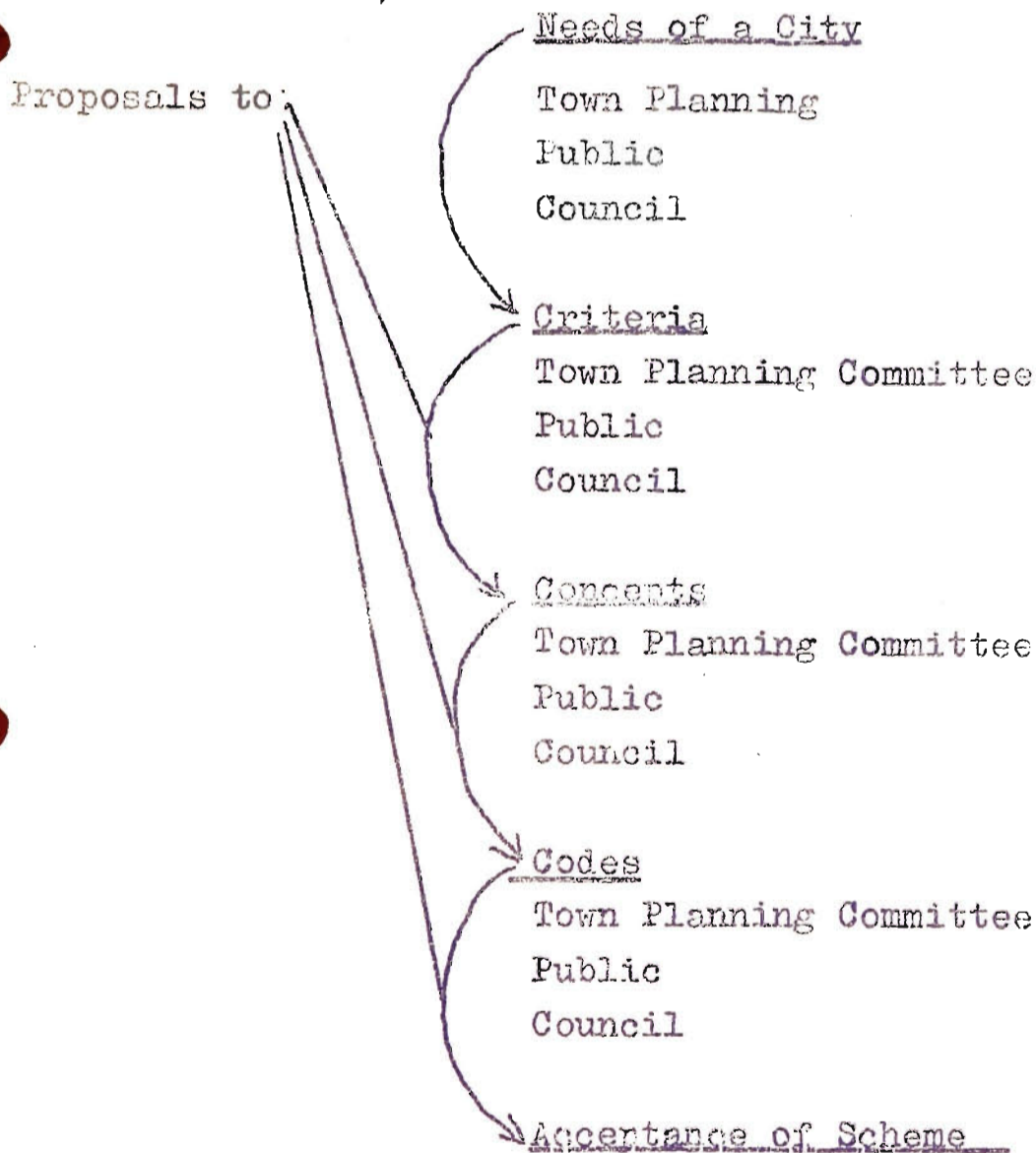
"The work of the Town Planning Committee was orientated... First the basic aims of a project were presented and it was indicated that these were the CRITERIA by which the solution should be judged.

Secondly, when these were settled, the ideas or CONCEPTS for solving the problem were explained. To relate them back to the criteria was obviously helpful.

Finally, when this creative stage had been completed, the CODES for implementation were put forward. These were now assessed; would they in fact bring about what was visualised in the concept?

In this way the Chairman would recognise and indicate, at each stage, the relevance or irrelevance of comments and criticism.

The Democratic Planning Process can be systematically described.



"If one believes that Councillors should know the reactions of the people they represent before making decisions then it arises that the people should know what is going on the agenda both at Committee and Council meetings. Ideally this then applies to each stage of a project."

2. ALTERNATIVE UNDERGROUNDS----- I.D. Richards Speaks

What follows are two excerpts from a Public Lecture on the 25/5/1969 at the University of Melbourne entitled "Desirable Public Transport Criteria - Planned System for Future Melbourne" by Mr. I.D. Richards, formerly assigned engineer from the Victorian Railways to the Melbourne and Metropolitan Transportation Study, now Project Engineer attached to Transport Section Department of Civil Engineering, University of Melbourne.

(The Editor has inserted headings, only, which were not in Mr. Richards's speech.) 3

4/22/9 Doncaster Railway-Queen Street Underground - Automatic Service.

Looking at the probable passenger transport task over the next fifteen years and having regard to what is likely to follow, it seems that the most urgent new requirement is a railway between East Doncaster and the city area.

This line and service should be built as a completely automatic system, link in with the possible railway under Queen Street, Melbourne, and share the route with a service between Upfield and the city. It is suggested that this Queen Street underground is the most logical improvement of rail services to the city for the main reason that it passes through the centre of the city's employment. The Queen Street Underground should be through-routed via Flinders Street to balance the anticipated trains of the Clifton Hill Group of services. It is stressed that the entire system should be developed as a fully automatic service, the trains coming from the Upfield line providing the back-up for services to Reservoir and Epping, and the East Doncaster trains matching the trains to Hurtsbridge.

It is recommended that if Latrobe Street were to remain as a proposed route for an underground railway, the two tracks referred to as the Northern loop and the Clifton Hill loop should be dropped from the scheme and replaced by the above automatic system of trains for the East Doncaster, Upfield, Epping and Hurtsbridge lines. A close study of the presently proposed Latrobe Street loop underground suggests that it might well create a worse problem than the one it attempts to solve."----

5/22/9 Merits of Four (4) Alternate Schemes.

---"Melbourne's central city area presents a special problem in station spacing. At present, all passengers travelling to the city have a choice of only two stations - Flinders Street/Princes Bridge on the south edge of the city, and Spencer Street to the west. Because of its much more favourable position, most people (85%) use Flinders Street/Princes Bridge with the consequently severe pedestrian congestion in the surrounding streets in peak periods. The railway system as it exists at present also has problems associated with the high peak loadings at Flinders Street station. Because of the unbalanced passenger loadings between eastern and western lines, a considerable number of trains from eastern suburban lines have to be continually terminated at Flinders Street instead of being through-routed to western lines. And because each train which terminates and reverses direction occupies a platform for at least 4 to 5 minutes while through trains need occupy a platform for only 2 minutes, the present platforms at Flinders Street can handle less trains than if all trains were through-routed.

In the last forty years there have been at least three published proposals put forward to relieve these problems of passenger and train congestion - the Exhibition/Victoria Streets underground railway of 1929 (ref 6), the Swanston Street underground railway of 1949 (ref 7), the more recent Spring/Latrobe Streets underground railway of 1954 (originally proposed under Lonsdale

Street) (ref 8) and, in addition, the unpublished Queens Street underground railway proposal referred to on page 5, and which has new stations near the Flinders/Spring Streets, Flinders/William Streets, Queen/Bourke Streets, Queen/Franklin Streets, Gratton/Swanston Streets, Elizabeth/Pelham Streets, and Royal Parade/Morrha Street intersections.

Of these proposals, the Victoria Street and Latrobe Street routes provide alternative railway lines to divert some trains from Flinders Street station to serve suitably located stations around the north end of the city. The Swanston Street underground proposal (1940) is more complex - all trains run direct to Flinders Street but with trains from the Burnley, Port Melbourne and St.Kilda lines passing under the existing platforms at Flinders Street, and continuing underground with branches to North Fitzroy and North Melbourne. The Queen Street route (similar to but simpler than the Swanston Street underground) provides one underground rail route extended northward from Flinders Street under Queen Street to serve routes from East Doncaster and Upfield.

When these four proposals are assessed and compared, all have their City stations dispersed throughout the City area so that their merits as a solution to the problem of the pedestrian congestion at Flinders Street station depend on the actual location of these stations. The earliest proposal, the Exhibition/Victoria Streets underground loop, tends to be ruled out on these grounds since its stations are generally too remote from the City to be of much benefit. The merits of the remaining three proposals can be gauged by their comparative simplicity, by the way they deal with the problem of train congestion at Flinders Street Station through allowing as many trains as possible to travel through the station rather than terminate there and turn back, and in the way they provide for a minimum of passenger interchange from one train to another.

The 1940 Swanston Street underground railway scheme with its low level platforms under the present tracks at Flinders Street station is probably also to be ruled out as a practical solution on the grounds of complexity - whatever may be its other merits in providing for a maximum of through train movement, in concentrating pedestrian interchange between trains at Flinders Street and in not confusing schemes - the Latrobe Street underground loop and the Queen Street underground proposal - are compared, the Latrobe Street loop, while it provides the more comprehensive service, is considerably more complex. Because all the train routes passing through Richmond and North Melbourne (and not just the northern lines through Richmond or the eastern through North Melbourne) are provided with alternative paths to the City, either directly for the stopping and a few express trains or via the underground loop for the majority of expresses, all trains are still scheduled to pass through Flinders Street station. Thus, the Latrobe Street, underground loop though it does not reduce the numbers of trains entering Flinders Street, can remove the necessity for this station to accommodate trains which must terminate and turn back. However, to achieve this requires a considerable amount of associated engineering works. In addition to the four track underground loop, two series of fly over junctions (one west of Richmond, the other south of North Melbourne) and an extra pair of tracks on the Flinders Street to Spencer Street viaduct are required.

The method of working the underground loop with expresses to Flinders Street via the loop and stopping trains direct to Flinders Street could, while reducing pedestrian movement inside Flinders Street station, give rise to considerable passenger movement on the platforms at Richmond and North Melbourne stations if the passengers bound for Flinders Street and who would be travelling on the expresses, preferred not to remain on their trains which would eventually reach Flinders Street after a trip round the loop, but preferred to change at Richmond or North Melbourne to other trains travelling direct to Flinders Street.

6/22/9

Advantages of Queen Street Underground.

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The Queen Street underground railway proposal attempts to solve the city railway problems in a way quite different from the Latrobe Street loop. For a more even dispersal of railway passengers throughout the city area, new stations are proposed.

- (a) on existing railway lines near the Flinders/William Streets (Queens Bridge), Flinders/Spring Streets and Clarendon/White-man Streets intersections, and
- (b) on the proposed Queen Street underground line near the Queen Bourke Streets, Queen/Franklin Streets, Elizabeth/Pelham Streets, Grattan/Swanston Streets and Royal Parade/Morrah Street intersections.

For a more even balance between numbers of trains entering Flinders Street from east and west, a re-organisation of the lines entering the City from the west is proposed. This involves the additional work of:

- (a) connecting the proposed East Doncaster line into the Queen Street underground,
- (b) providing a direct line parallel to Royal Parade from Jewell Station to the Queen Street underground,
- (c) discontinuing the St.Kilda line as a local service and instead, extending it to Caulfield and East Malvern via the median of a likely Freeway to take express trains from the Glen Waverley, Dandenong and Frankston lines to the city, and
- (d) discontinuing the present inner suburban line from Balacclava to South Yarra and, by means of a connection to the express line near Balacclava, re-routing all Sandringham line trains to the city via St.Kilda.

In this way, by regulating the number of Frankston and Dandenong line expresses which approach the city from the west, the numbers of trains approaching Flinders Street in peak periods can be balanced at about 90 to 100 train/hr from each direction, and trains are fairly evenly distributed over all lines including those from Port Melbourne and St.Kilda over the Yarra viaduct. A simple scheme of through-routing trains is then possible for Flinders Street -

- (i) Upfield and East Doncaster lines with Reservoir and Heidelberg lines,
- (ii) Essendon and Footscray lines with Burnley lines and
- (iii) Port Melbourne and Sandringham lines, and expresses via St.Kilda from the Glen Waverley and Caulfield lines with Caulfield (via Richmond) lines

- a scheme which allows a considerable simplification of the platform and track layout at Flinders Street station when it is rebuilt. A further advantage of the Queen Street underground proposal over the Latrobe Street loop viaduct would not be required. The possible future track developments would be for

- (a) an additional pair of tracks under Queen Street from Flinders Street to North Melbourne via the Queen/Bourke Streets and Queen/Franklin Streets stations, and
- (b) an additional pair of tracks in the likely Freeway median from the City to Balacclava,

but these are a long way into the future.

If Melbourne's suburban railway system is to continue to provide for the efficient movement of people in the City and suburbs, some development and extension of railway service in the city is necessary. Of the Latrobe Street and Queen Street proposals, the Queen Street scheme is the simpler in construction and operation, and the more suitable of the two for stage

development. The Latrobe Street loop with its considerable numbers of trains scheduled to run round the loops seems more suited to cities like Chicago and Toronto whose central city areas cannot support the kind of through train movement which is possible in Melbourne because they are bounded on one side by lakes which prevent development in that direction.

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"RICHARDS" BALANCE OF EAST-WEST TRAINS + QUEENS ST. UNDERGROUND.

