



COUNCIL OF THE CITY OF SYDNEY

ACTION PLAN NO. 24

MARTIN PLACE PEDESTRIAN PRECINCT

FIRST REVIEW REPORT

CLARKE GAZZARD PTY LTD ARCHITECTS
105 MILLER STREET
NORTH SYDNEY NSW 2000

PROJECT DIRECTOR:

N.W. TESDORF

AUGUST 31, 1972



SECTION A

INTRODUCTION

After the finalisation of the Brief for the Martin Place Action Plan, work was begun within the following philosophy of design.

1. PEDESTRIAN MOVEMENT - GENERALLY

In the design of the Pedestrian Precinct, the basic determinants of form are the patterns of pedestrian movement which exist at present in that part of the city, together with those which will exist in the future following the closure of the street to traffic, the development of new projects on surrounding sites and the opening of access to the eastern suburbs railway. These movements are the essential life of the pedestrian precinct and determine its character. Each section of Martin Place (between the main cross streets which are at present to remain open) has its own character at present determined by the local pedestrian traffic and thus it was an intention of the design philosophy to emphasise the character of each distinct section and design to enhance it. This pedestrian movement is what give life and interest to city plazas, and within which secondary features such as trees, fountains, sculptures, seats, exhibitions, markets, commercial facilities and theatres may be arranged.

The overall design should facilitate these pedestrian movements and give them interest.

One of the major elements of analysis of pedestrian movement is the location of the principle points of origin and destination of pedestrian circulation, such as, entries to buildings, railway exits, and access to footpaths.

In one case in particular, the M. L. C. Development to the South of the plaza, the effect will be most marked on account of the large size of the building and the wide plaza at its base which will be contiguous with the Martin Place Plaza.

In other parts of Martin Place also open spaces at the base of the buildings contribute to the pedestrian circulation space, e.g. the ANZ Bank, Bank of N.S.W., and the Reserve Bank.

The presence of the Martin Place Station of the Eastern Suburbs Railway with its entries and exits along Martin Place, principally in the Phillip - Macquarie Street Section, is a major influence on the design of the plaza in relation to handling the large pedestrian numbers to be expected in these areas.



2. LIGHT AND SHADE

Another element is the analysis of areas of light and shade in Martin Place during the course of the typical day and year to determine the effect this is likely to have on pedestrian movement, in the case of Martin Place, this study shows that the orientation of the place results in a pattern of sunny areas to the South chiefly in the summer half of the year. This consideration also affects decisions relating to planting of trees and flowers, as the analysis determines also areas which require shade and areas where vegetable material will grow well.

3. PHYSICAL TOPOGRAPHY

The physical slope of the site of Martin Place in each of the four further sections under study is approximately 1 in 4, which contrast with the nearly flat section between George and Pitt Streets. This slope influences the design approach in matters of view, terracing, drainage, and pedestrian flow.

The location of Martin Place also as one of the major axes of the city, a street with prominent views both up and down, and its association with Anzac Day must also influence the layout of the design.

The design of Martin Place Pedestrian Areas is also intrinsically related to the shape and dimension of Martin Place, namely, its constant width of 100 feet, the relatively high walls, uneven in most cases, and its large longitudinal dimension.

4. FACILITIES TO BE INCLUDED

Other important considerations which have to be included in the philosophy of design are the facilities for the public use and amenity including:

trees, flowers, fountains, seats and benches, pools, sculptures, poster walls and columns, flags, restaurants, kiosks, bars, shops, street markets, open air theatres, exhibition and information centre.

The design and placement of these items is both partly a result of policy decision and partly a response to the pedestrian pattern and the character of each part of the plaza.

5. SERVICE LAYOUT AND UNDERGROUND INSTALLATIONS

The design is also influenced by the layout of pipes and equipment of the various service authorities, and the need for access to these installations and for fire services to surrounding buildings. In Martin Place these include sub stations, sewers and works associated with the Eastern Suburbs Railway including the



Station Concourses and Shopping Arcades. The distribution and nature of these influences the location of elements within the plaza.

6. THE CHARACTER OF THE PROPOSALS AND ALTERNATIVES ILLUSTRATED

Generally speaking, the two sections at Pitt Street to Castlereagh Street, and Macquarie Street to Phillip Street, present the greatest possibilities and the greatest difficulties also. The block at the top of the hill having the Railway Station for Martin Place under it will handle a considerable volume of pedestrian traffic. It is envisaged as a holding area for potential rail travellers. The area would contain shops, a restaurant, fountain or sculpture on the upper level, trees and seats and possibly a glazed covered area for shelter. Difficulties have been encountered with the Railways regarding the alteration of their upper roof to suit the proposals formulated.

The Phillip Street - Elizabeth Street Section is suited to a rest area, with trees, seats, garden beds and fountains or sculptures.

The Elizabeth Street Section to Castlereagh Street Section would relate best to retail areas nearby, and is seen as having an outdoor market with stalls used to sell fruit, handcrafts or art. This area could be rented out to stall holders. Trees would also be located in this area in soil layers over the basements below.

The lowest section from Pitt to Castlereagh Streets is seen as accommodating a restaurant or cafe and perhaps some shops, an outdoor theatre and trees and flowered areas, and possibly a fountain and sculptures.

This area adjoins the M.L.C. Development which will have large pedestrian flows and shops, theatre and offices.

Thus this section is seen as possibly the most crowded and liveliest. Allowance is made in this section for parking Government cars waiting for the Parliamentarians at the Commonwealth Building.

It is envisaged the Australian tree species will be used in all sections with possibly a mix of deciduous trees in some sections where winter sunshine will penetrate. Species suggested are Brush Box, Paper Bark, Spotted Gum, with Poplar, Plane or Elm.

Both fountains and sculptures to be located in Martin Place would be envisaged as being on a small scale.

An Information Centre could be established in the Pitt to Castlereagh Streets Section in association with exhibitions in the Open Air Theatre.



7. CLOSURE OF PUBLIC ROADS

Attention must also be given to the legal difficulties involved in closing of public roads. Liaison is required with The State Planning Authority via its membership of the County of Cumberland Passenger Transport Advisory Committee.

In the case of the areas where the Railways Department demand Freehold Rights to the top of their construction either the Minister for Lands will have to amend the Crown Lands Act to allow Strata Title or the Department of Railways will have to resume Martin Place and re-Strata back to Council the land over their construction. The latter course appears simpler.

8. TRAFFIC

The traffic counts carried out to date have given indications of the existing traffic conditions in this area. It is hard to assess the eventual effects of closure to traffic of Martin Place. However, the closure of the top two sections have not resulted in any noticeable congestions, and the remaining two sections of Martin Place already handle noticeably smaller volumes of traffic.

It is maintained that as in the case of the G. P. O. Section of Martin Place, the improvement in pedestrian traffic will greatly outweigh the loss in vehicular flow.



SECTION B

WORK COMPLETED BY AUGUST, 1972

MEETINGS

JUNE

Talks are in progress with developers on the Australia Hotel site regarding the pedestrian and vehicular access to this site, and the relationship of buildings and open spaces in the development to the future paving of Martin Place opposite the development. The development scheme is still at an early stage of working out.

Discussions have been held with Mr. Franklin of the Railways Department to ascertain possible entries to the Martin Place Station. Base drawings have been obtained from the Railways Department showing the layout of the station concourse below Martin Place, and the routes of diverted services, drains and sewers.

JULY

Board of Fire Commissioners to discuss emergency vehicle access, loadings, vehicle widths and hydrant point access in parts of Martin Place to be closed to traffic.

At CGA Offices with , . Llewellyn Smith, G. Van Putten, C. Cooling, E. Hebblewhite to discuss general approach to problem.

AUGUST

Railways Department under Frank Franklin August 11, to discuss the details of design and structure of the Plaza over the sections of Martin Place between Elizabeth Street and Macquarie Street.

Meeting with Mr. Rogers of M. L. C. Insurance on August 14, to discuss the impact of Martin Place Pedestrian Precinct on Australia Hotel Site and M. L. C. Building.

Discussion with G. Van Putten regarding proposals for Martin Place.

Meeting at Town Hall August 9, to speak about progress to date.



INVESTIGATIONS

JUNE

Information and maps have been obtained from all service authorities, electrical, drainage, water supply, hydraulic power, gas and PMG regarding services in this area.

Surveys have been carried out in association with the City Council, City Engineers Department, to ascertain the location of all trees, street furniture, fittings and service points in the area as existing.

Observation and investigation of traffic flow and route in Martin Place where not closed by Railways Department. This traffic has now dropped to very low levels due to the fact that only two blocks of street still remain. This traffic overflow has been redistributed in adjacent streets of the city system and has been compensated for in route re-arrangement by drivers.

JULY

Obtained working drawings of Toilet in lower section of Martin Place.

Began investigation of availability and prices for various surfacing materials for Martin Place.

Obtained layout of Water Board Services in Martin Place.

Photomontage elevation of Martin Place being obtained for presentation.

Information obtained from Hydraulic Power Co. about location of mains runs.

Investigation of access to Martin Place Station carried out.

AUGUST

Investigation of problems associated with closure of Martin Place and ownership of land with Railways Department in relation to resumption.

Letters sent to all owners and building managers of buildings in Martin Place requesting reactions to the general proposal. Replies have been received from A.P.A. and M. L. C. and Civil & Civic Pty Ltd.

Questionnaire sent to Martin Place Sub-Committee to evaluate various proposals for Martin Place.



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Detail requirements of Fire Board in relation to access, turning circles, slopes, grades, ramps, hydrants and loading established.

Investigation with detail drawings of S.C.C. sub station locations.

Initiation by Peter Casey (USC) and H. Camkin (T.A.C.) technical study of effects of closure of Martin Place on Central Business District Traffic.



DRAWINGS COMPLETED

JUNE

Bus routes have been investigated in relation to rerouting, much of which has already occurred due to the closure of the upper sections of Martin Place by the Railways building operations.

Base maps of the existing conditions and proposed alterations by the Railways Department have been drawn up.

The relationship of levels of existing stairs, plazas, doors etc. abutting the proposed plaza have also been plotted on these maps.

JULY

7247SK1-6 Martin Place schematic design drawings Macquarie Street to Phillip Street and Pitt Street to Castlereagh Street.

7247 1-4 Service layout drawings for Martin Place 1" : 16'0" / 20'0"

7247 5-7 Cross section and plan of Martin Place from George Street to Domain to scale 1" : 20'0".

AUGUST

7247 1-7 Perspective Sketches to illustrate various areas in Martin Place.

7247SK6A, 7, 8 To show proposals for upper sections to Railways Department

7247 8-12 Illustrating possible layouts in lower section of Martin Place between Pitt and Castlereagh Streets.

7247 13 Drawing showing relation to overall City Pedestrian Circulation.

7247 14 Stages 2 and 3 illustrating plan and section of possible development.

7247 15 Pedestrian Circulation Layout

7247 16, 17, 18 Sun Diagrams for March and September, 10 am, 12 pm, 2 pm.

7247 19 General layout of Martin Place in relation to City.



SECTION C

WORK TO BE CARRIED OUT BY DECEMBER, 1972

MEETINGS

1. Continuing meetings with Council Officers, Railways Department Representatives, Service Authorities and Transport Committees to discuss proposals.
2. Meetings with Owners of surrounding buildings in Martin Place to outline and discuss proposals.

INVESTIGATIONS

1. Continuing investigations into problems associated with traffic alterations caused by closure of Martin Place.
2. Investigations into effects of development on surrounding sites in Martin Place.
3. Investigation of proposals for surface finishes, materials, lighting systems, exhibition systems, etc.
4. Continuing investigation of City Pedestrian Movements.

DRAWINGS

1. Finalisation of Sketch Plans showing type and location of facilities to be provided in the four further stages of Martin Place, including street furniture items, fountains, sculpture, seats, planting areas, shops, restaurants, open air theatre, street market.
2. Proposals for surface finishing materials for the paved areas in Martin Place.
3. Proposals for types of trees to be planted in Martin Place.
4. Analysis of Shadow Pattern in Martin Place.
5. Model and Photomontages and perspectives for proposals for Martin Place.
6. Photographic elevations of Martin Place.



SECTION D

DETAILS OF WORK ENVISAGED FOR 1973 AS A RESULT OF THE INVESTIGATIONS TO DATE AND ESTIMATED COST OF THIS WORK

The work envisaged to follow the stage reached in December, 1972, would be the preparation of detailed design and construction drawings for one particular stage of Martin Place between two main cross streets including the design of street furniture items, engineering work leading to the calling of Tenders for the construction of the proposals.

This work would include continuing liason with authorities and adjoining owners in regard to the details of the design, as well as detailed investigations of site conditions.

The work would include the preparation of documents suitable for, and calling of, Tenders. This work would be carried out in conjunction with Council's Officers.

The fee for this work (based on experience gained during the design of the previous stage of the Plaza) would amount to approximately \$30,000 for Architects Fees. It is assumed that Engineering work would be done by the City Engineer's Department. The actual amount would depend also upon which section of Martin Place was finally selected for conversion as the four sections differ in size and complexity.



SECTION E

MATTERS REQUIRING DECISIONS OF COUNCIL POLICY

1. (a) DURING SEPTEMBER, 1972

Decisions about the various facilities and items proposed for inclusion in the sections of Martin Place based on Consultants' proposals to enable final Sketch Plans to be drawn up in December.

(b) Attention to the problems associated with closure of areas of road over the Railways works.

2. (a) DURING DECEMBER, 1972

Decision as to which section of Martin Place will be selected for physical implementation during 1973, including decision on budget requirements.



SECTION F

A COPY OF THE APPROVED BRIEF IS INCLUDED HERE
FOR INFORMATION

THE COUNCIL OF THE CITY OF SYDNEY

ACTION PLAN NO. 24

MARTIN PLACE
BETWEEN PITT AND MACQUARIE STREETS

BRIEF

Submitted by:
Clarke Gazzard Pty. Ltd.
Architects
105 Miller Street
North Sydney 2060

Project Director :
Nicholas Tresdorf

Date:
5th May, 1972

Revised
21st July, 1972

ACTION PLAN NO. 24

MARTIN PLACE BETWEEN PITT AND MACQUARIE STREETS

A. INTRODUCTION

The transformation, during 1971, of Martin Place between George and Pitt Streets into a relatively formal or ceremonial place for pedestrians has proved to be the most striking and most universally popular single action of the Sydney City Council for many decades.

This major streetscape improvement in its present form was proposed in 1968 by Clarke Gazzard Architects and submitted for consideration to the then City Commissioners. Although the Commissioners declined to endorse it, the Civic Reform Association adopted it as a major plank in their platform for the 1969 elections. On winning the election the successful CRA Aldermen sought to implement the proposal which Alderman Leo Port, Chairman of Council's Martin Place Sub-Committee, described as the "opening" of Martin Place for pedestrians.

Council and its Consultants encountered many strong objections from all the relevant State Government Authorities and Departments, who were unanimous in their conviction that the proposal could only result in serious traffic congestion and disruption.

The State Cabinet permitted a temporary closure to vehicular traffic of Martin Place between George and Pitt Streets for a period of months prior to Christmas, 1970. Before the trial period had run its course, it became obvious that traffic had adjusted itself to the change, and State Cabinet agreed to amend the legal status of the area and to authorise the Sydney City Council permanently to transform it.

A Committee comprising representatives of all relevant State Government Authorities and Departments conducted extensive surveys and measurements of traffic flows following the closure of this first section of Martin Place. This Committee eventually reported:

"The traffic has re-distributed itself over the available routes without causing any unsupportable problems.....

"Travel times have not generally been adversely affected by the closure.....

"Some increase in intersection delay and in bus running times were noted as a result of the closure.....however, as a result of various

adjustments subsequently made in the control of traffic in the area, including alterations in the kerbside allocations, some of the loss has been made up and current observations are that conditions are quite tolerable, and in fact, the bonus obtained by pedestrian and environment compensates for any inconvenience suffered by traffic."

Subsequently, in late 1971, the two upper sections of Martin Place - between Elizabeth and Phillip Streets and between Phillip and Macquarie Streets - were "temporarily" closed to vehicular traffic for a period of two years to permit the construction of the new Martin Place Underground Railway Station.

These further closings have similarly forced another adjustment of traffic flows. Without any extensive study having been made, it appears obvious that the change has been quietly assimilated into the life of the City. There now appears no reason why these two sections should ever again be opened to vehicular traffic.

Public statements by Aldermen and others to the effect that the whole of Martin Place should now be transformed for pedestrian use, have gone unchallenged. It appears, therefore, that this Action Plan should be capable of early completion and adoption, and that implementation of it could commence at a very early date.

An opportunity appears to exist for plans and designs for the transformation of the street surfaces between Elizabeth and Macquarie Streets to be physically implemented at the same time as the construction of the Martin Place Underground Railway Station. The Railway Station is scheduled to open by the end of 1973, or by March 1974 at the very latest.

Council and its Consultants should therefore make every effort to ensure that the pedestrian plazas over the top of the Station are completed and opened at the same time.

Thus, the first train passengers to and from Martin Place would be able to enter and leave through a series of pedestrian places which could be strikingly different in character from the first relatively level, simple and formal area around the Cenotaph. Only certain limited sections, of the areas to be transformed between Elizabeth and Macquarie Streets, need be structurally designed to carry heavy emergency or service vehicles. The opportunity exists to open up the Underground Railway Station Concourse to light and air by means of carefully designed plaza features incorporating some form of skylight.

Freedom of design for the George-Pitt Streets section of Martin Place was severely restricted by a host of requirements dictated by the existence of the Cenotaph. A formal, open, simple layout was required, to respect the sacred nature of the Cenotaph, to accommodate the ceremonies associated with it, and in particular, to allow ranks of 6 men abreast to march through this section on each side of the Cenotaph. The design of detailed elements of streetscape and street furniture in this section had to be restrained. Furthermore, the uses of this area for public gatherings and entertainments has also had to be restrained so as to respect the significance of the Cenotaph.

Now that opportunities can be seen elsewhere in Martin Place, and throughout the City, to create gayer, less restrained, pedestrian plazas, malls and spaces, there is no need, as some have argued, to re-locate the Cenotaph. The lower section of Martin Place can remain as it is. The higher sections can be designed with quite different, yet complementary characters.

The natural feeling among citizens long deprived of pedestrian areas, when they do get a plaza, is to want it to be all things at once. It isn't possible for the George-Pitt Streets section of Martin Place to be the City's Ceremonial heart, and at the same time be a Parisian Place, an Italian Piazza, and a provincial market square. The answer is to create more pedestrian places that will take on different and particular characters - some quite and restful, others bustling with commercial activities and yet others, elegant with outdoor cafes.

It is here suggested that this can be achieved by closing Martin Place to vehicular traffic block by block. Each section can be designed to have a different character and function.

The section from Pitt to Castlereagh Street could be a series of ascending terraces with abundant greenery - a quite green seating place. The other blocks could be designed to evolve a character of their own.

In this Action Plan, account will be taken of the existing and proposed private terraces and plazas fronting Martin Place, in an effort to link them together and make them more useful. For example, one of Sydney's most outstanding sculptural fountains is on a hidden, rarely used plaza around the Bank of NSW Building between Phillip and Macquarie Streets - such open spaces should be linked in some way to the transformed Martin Place.

B. OBJECTIVES

1. In the light of the considerations and ideas expressed in the introduction hereto, to investigate, and prepare

recommendations to Council, regarding the feasibility of transforming Martin Place, between Pitt and Macquarie Streets, for pedestrian use and enjoyment.

2. To prepare conceptual designs for the recommended transformations, together with recommendations regarding actions to be taken in stages to achieve implementation.

C. WORK PROGRAMME

1. Assess the significance and implications of traffic survey data supplied by Council and other authorities, for each section of Martin Place.
2. Investigate bus routes and their relationship to each section of Martin Place and the possibilities of their rerouting.
3. Investigate development proposals on adjoining blocks of land and their significance for pedestrian and vehicular traffic.
4. Investigate the significance of existing or proposed underground services, spaces and tunnels in the vicinity.
5. Investigate ways and means of integrating the design of surface pedestrian areas with the Martin Place Underground Railway Station now under construction.
6. Plot existing trees and other features. Consider planting patterns in new developments.
7. Produce a base map of existing conditions, with overlays for particular items.
8. Assess which sections can or should be transformed for pedestrian use and enjoyment.
9. Investigate facilities to be included in pedestrian areas, including features such as shops, cafes, fountains, newspaper stalls, flower stalls, seats and other street furniture.
10. Consider finished levels desirable in various parts of section of Martin Place.
11. Assess the effect of Anzac and other marches on the design of each section. Assess the possible participation of special groups in the use of the transformed areas.
12. Consider materials, patterns and scales of materials for paved and other surfaces.

- ✓ 13. Prepare a scheme for those sections to be transformed, showing recommended staging of the scheme and recommended priorities for action.

as requested

D. WORKING ARRANGEMENTS

The Council will make any information relevant to the Action Plan freely available to the Consultant.

Day to day liaison between the Council and Clarke Gazzard Pty. Ltd and the co-ordination, of the work of staff and/or sub-consultants engaged on the work programme, will be maintained through Council's Chief Planning Officer and the Consultant Company's nominated Project Director, with further consultations as necessary with the Chairman of Council's City Development Committee, Ald., Andrew Briggs.

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E. ESTIMATED TIMETABLE

The following is an estimate of the timetable to be achieved, and is subject to review and revision by agreement between authorised representatives of the Council and of Clarke Gazzard Pty Ltd.

Completion of Work Programme: August 31, 1972

Progress payments shall be made by the Council to Clarke Gazzard Pty Ltd as follows:-

April-May 1972	\$ 2,500
June 1972	\$ 2,500
July 1972	\$ 2,500
August 1972	\$ 2,500
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TOTAL 1972	\$10,000

The fee includes the provision to Council of 30 Xeroxed, spirally bound, copies of each progress and final report by Clarke Gazzard Pty Ltd, together with six copies of all black and white drawings and/or photographs, and one copy of any coloured illustrations. Additional copies will be paid for by the Council at cost of production.

F. PROJECT DIRECTION, CO-ORDINATION AND STAFFING

The Consultant's work on this Project shall be the responsibility of Clarke Gazzard Project Control Group for Action Plan No. 24 comprised as follows:-

Donald Gazzard, Chairman
George Clarke, Deputy Chairman
Ian Arnold
Darrel Conybeare

Subject to the overall direction of the above Project Control Group, the work of staff and/or sub-consultants will be co-ordinated and supervised by the Project Co-ordinator, who will be:

Nicholas Tesdorf, B. Arch(Melb), ARIBA, ARAIA, Architect.

Staff expected to be engaged on the Project includes:-

Ralph Brading, B. Arch(Syd), M. Arch(Yale), Architect.

Anthony Simmons, Architect.

Peter Lindwall, Bachelor of Town Planning (NSW)

Traffic, Transportation and Parking Engineers & Planners

Peter Casey BE(NSW), M. Eng. Sc(Traffic)(NSW), Dip. TCP(Syd), MIE Aust, AMITE.

Marvin Golenberg B. Sc in Civil Engineering (Washington University), Diploma in Transportation Studies (North-western University), M. Sc (Purdue University).

Project Secretary

Nina Gregory.

