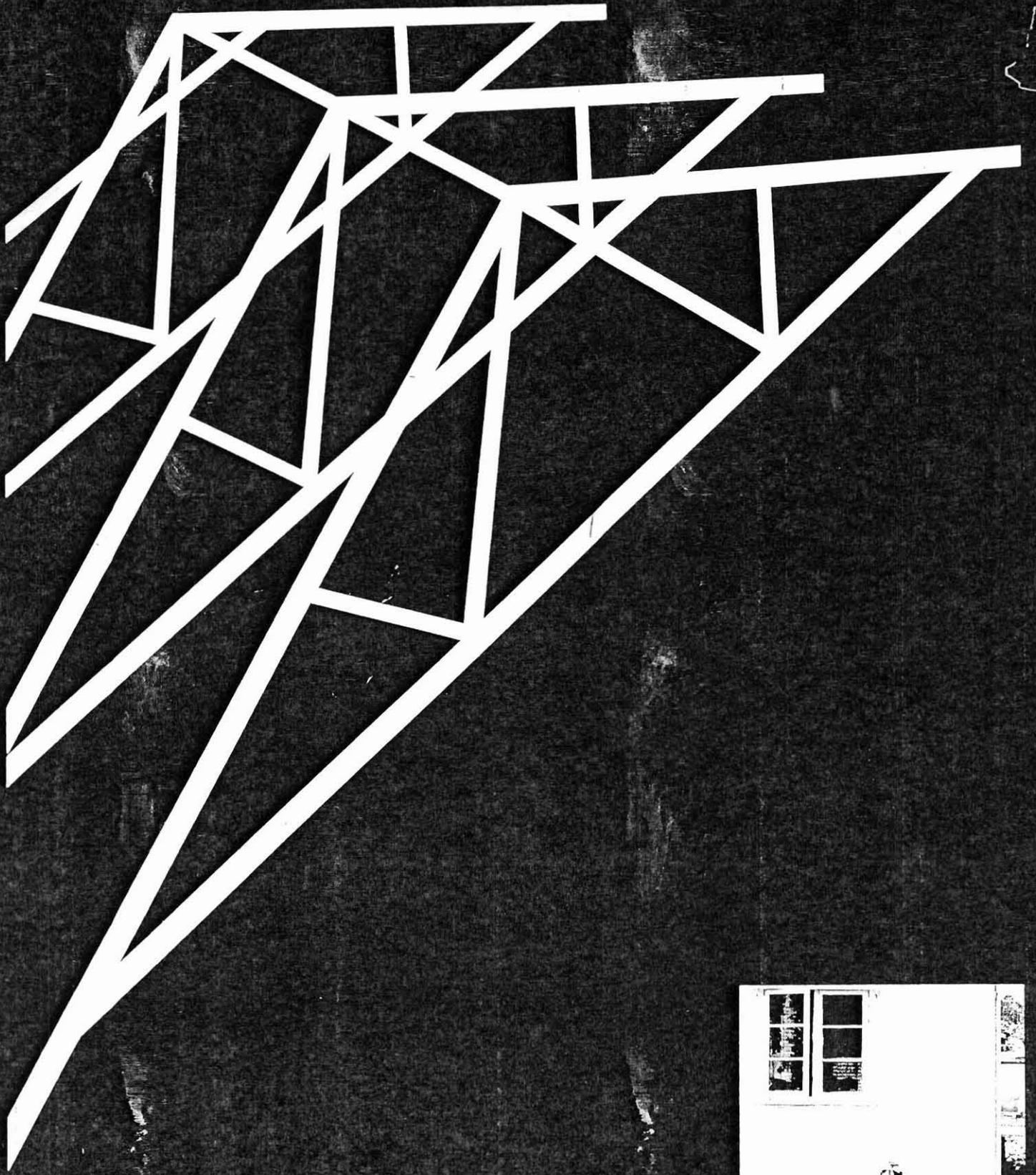


NARRABUNDAH REGENERATION



NCDC NATIONAL CAPITAL DEVELOPMENT COMMISSION



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CANBERRA MARCH 1983



Narrabundah Regeneration



Technical Paper 35

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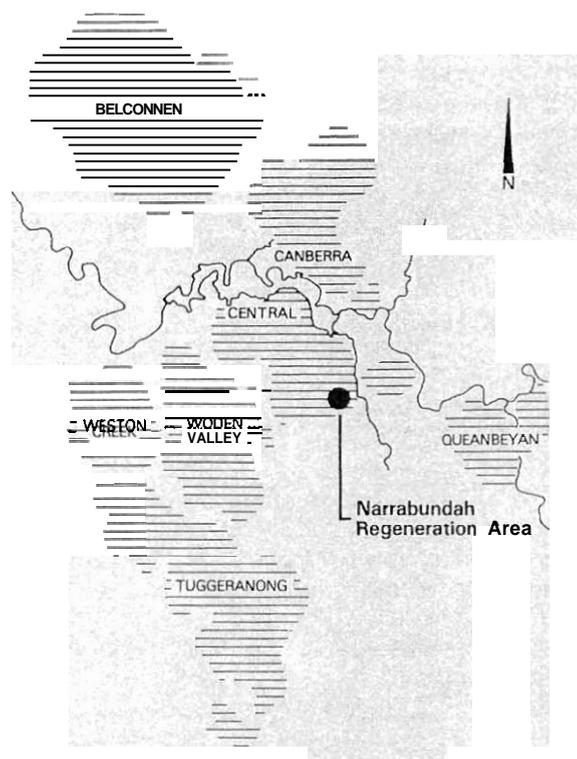
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Since its formation in 1957, the National Capital Development Commission's responsibilities have included the design and construction of all government housing in the A.C.T. In 1976 the Commission also undertook a programme to upgrade older government houses. Generally, the upgrading programme was concerned with individual houses in various locations, but projects of a larger scale have been undertaken.

These projects include the Causeway redevelopment (1978), conversion of 244 flats to provide aged persons accommodation in Ainslie, Braddon and Reid (1979) and the Narrabundah regeneration. While each of these projects involved different forms of housing and different degrees of renewal, each has involved extensive resident participation.

The Narrabundah Regeneration Project directly affected the lives of over 1 000 residents and was the largest urban renewal project undertaken in the A.C.T. to date.

This paper describes the Narrabundah Regeneration Project, the steps taken to consult the residents in the preparation of a Draft Development Plan and the subsequent implementation of that Plan.



Typical street in Narrabundah. 1979

1.1 Historical Background

Narrabundah", an Aboriginal word meaning 'small hawk', was apparently associated with the area long before white settlement.

European occupation of the area began in the late 1820s, when the Sydney merchant, Robert Campbell, acquired 2 000 ha of land at the mouth of the Jerrabomberra Creek in 1827. The land was opposite his Duntroon holding and included Narrabundah. These, and other early land holdings on the Limestone Plains, were shown on a map of New South Wales, published in London in 1837. From this period until settlement as a suburb of Canberra, much of this land was subdivided into small dairy farms.

The early establishment of Narrabundah as a suburb of Canberra, shortly after the Second World War, was probably because of its proximity to the main roads to both Queanbeyan and Cooma, and to other early development such as the Kingston shops, the railway station, the milk depot and an Air Force Camp.

The first housing in the area was constructed in 1946 when brick cottages were built by the Commonwealth along the western side of Sturt Avenue. The post-war boom in the construction of major buildings in Canberra, and the resultant influx of building tradesmen, led to the need to provide low-cost, short-term accommodation for these workers and their families. A cheap, easily-constructed system of building, appropriate to temporary housing, was sought.

A structural system called 'Econo Steel' was chosen and the first demountable cottages were erected in late 1947. The early houses (known now as 'Marlee') of steel frame were clad, both internally and externally with plywood, while roofs were finished with corrugated asbestos cement. The steel framing included tapered metal slots and the

cladding was nailed directly to the frame. In the later houses (known now as 'Bega') asbestos cement cladding replaced the plywood and corrugated iron roofs were used in lieu of asbestos cement. At a later date, the 'Marlee' houses were reclad externally with asbestos cement over the plywood.

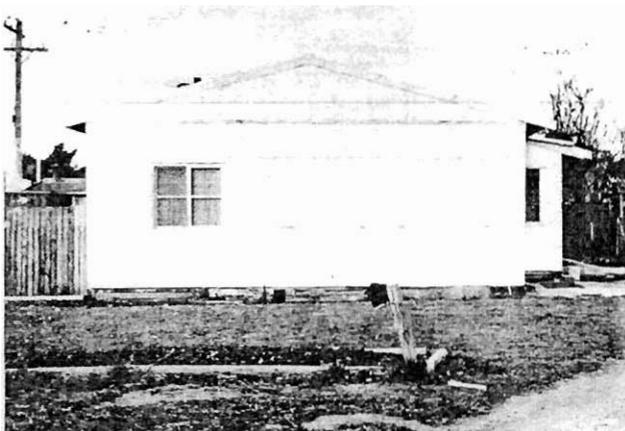
In all, some 360 demountable houses were constructed in the area bounded by Matina Street and Kootara Crescent between 1947 and 1950.



2-bedroom 'Bega'



2-bedroom 'Marlee'



Exterior of 2-bedroom 'Marlee' style collage

1.2 Situation in 1979

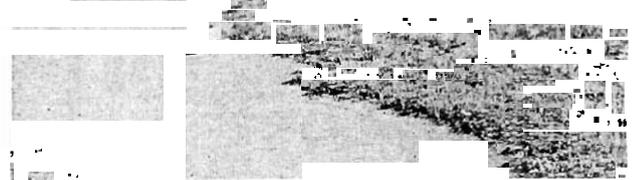
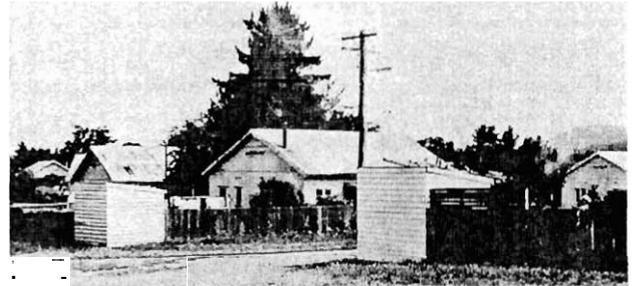
Although considered as temporary in 1947, all but two of the original dwellings remained in 1979. All the houses had been owned continuously by the Commonwealth and, apart from some minor modification, generally undertaken by tenants, they remained in their original form. None had been offered for sale to tenants.

The houses were small by modern standards, ranging in size from 60 square metres for the 2 bedroom houses to 80 square metres for the 3 bedroom houses. The Marlee type still had laundries in separate outhouses and the WC on a partially enclosed front verandah.

The blocks on which the houses stood, were also small by comparison with the average for detached houses in Canberra; most were about 500 square metres, compared with nearly 800 square metres for blocks in adjoining parts of Narrabundah.

Rent in 1979 ranged from \$23 to \$27 per week. Although this level was low,¹ there was no incentive for applicants, who qualified for rent concessions under the rebate rental scheme, to accept houses at Narrabundah; for equivalent amounts, they were able to occupy more conventional houses elsewhere.

Despite routine maintenance by the Commonwealth, deterioration occurred and, in some instances, became advanced. In recent years there had been an increasing turnover of tenancies. With many houses remaining unoccupied, vandalism was prevalent, and the cost of maintaining both occupied and unoccupied houses in good condition was increasing.

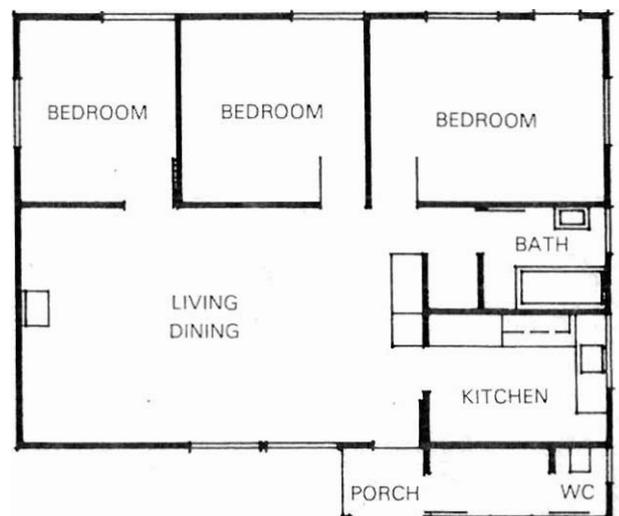


Rear of existing houses from open space

¹ Equivalent rent for a 3-bedroom brick veneer house of approximately 110 square metres was 540.00 per week.



3-bedroom 'Bega'



3-bedroom 'Marlee'

1.3 The Regeneration

Since 1974, the Commission had been involved with a redevelopment programme of the Causeway. By 1977, progress in the construction of new houses had demonstrated that, with the support of the residents, areas which had become run down could be substantially improved.¹

At the same time, the Department of the Capital Territory was finding government tenants were resisting allocation of houses in the Narrabundah cottages area, and there were problems in maintaining these cottages in a satisfactory condition. The area was also a concern of the then Minister for the Capital Territory Mr R. J. Ellicott.

In 1978 the Commission undertook a planning study of the area at the request of Mr Ellicott. The housing and local facilities were in a dilapidated condition and the objective was to improve the area. The outcome of the study was a programme for the progressive regeneration of the area involving:

- demolition of houses in poor condition;
- renovations to the remaining houses;
- new government and private housing development;
- landscape and service improvements;
- a tenant purchase scheme.

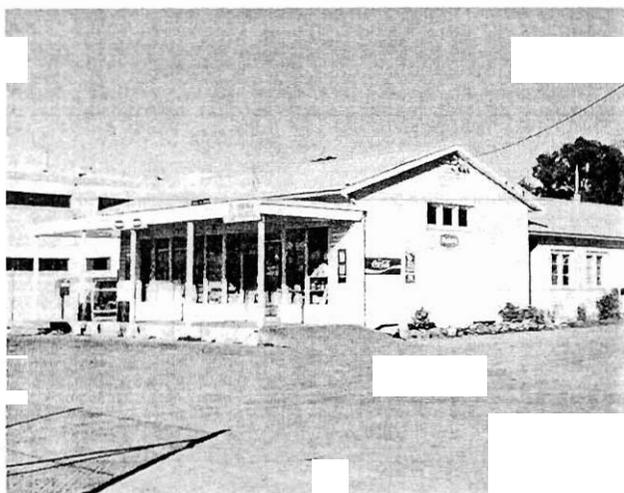
During the latter part of 1978, and the early part of 1979, a community group known as the Narrabundah Health and Community Council began to actively lobby the Minister for the Capital Territory, his Department and the National Capital Development Commission. The group was seeking action to improve the area of Narrabundah bounded by Sturt Avenue and Canberra Avenue, and in particular, the Narrabundah cottages area, bounded by Matina Street and Kootara Crescent.

¹ See Technical Paper No. 28—"Causeway Redevelopment: A Case Study in Public Participation".

In part, this action was the result of two somewhat unrelated issues:

- (a) the economic viability of the local shops was in doubt and the Commonwealth Bank Branch had recently closed, leaving Narrabundah without a bank;
- (b) student numbers at the nearby primary school were declining and the school was suffering similar problems to those a number of other primary schools in older areas in Canberra were experiencing, where student numbers were steadily falling. The high turnover of tenants in the nearby Narrabundah cottages added to the problems facing the school.

The Narrabundah Health and Community Council believed that the dilapidated condition of the Narrabundah cottages, which were often vacant, together with the frequency of tenancy changes in this part of the suburb, were major contributing factors to more general community problems.



A shop in Keira Street. This is now being used as a drug *rehabilitation* centre



Existing houses in Matina Street



Rear of existing houses in Nirmbin Street

2.1 Planning Study

in March 1979, the Commission completed a study of the Narrabundah cottages and prepared draft recommendations for the regeneration of the area. The recommendations included the following:

2.1.1 Rehabilitation and Redevelopment

1. Regeneration of Section 3, and 104-123 would be achieved by progressive change on a cost-effective basis.
2. Sections which contained dwellings in the poorest condition were to be identified for comprehensive redevelopment at an early date. No actions would be taken which could be prejudicial to such redevelopment pending its commencement.

(Recommendation 2 envisaged whole sections being cleared for redevelopment. As resident consultation progressed, it was recognised that if tenant views were to be considered, this proposal would be impractical.)

2.1.2 Purchase of Houses

1. Except for sections identified for comprehensive redevelopment, existing houses and land were to be immediately offered for sale to tenants under attractive conditions, with appropriate safeguards against premature resale.
2. Tenants of sections identified for comprehensive redevelopment wishing to buy a home in the area were to be given every assistance to purchase a house and land in the balance of the area.
3. Commencing in 1979-80, the Commission was to undertake demonstration projects of extensions to selected cottages to upgrade them in size and appearance.
4. Finance was to be made available, on favourable terms and within reasonable limits, to enable buyers of structurally sound cottages to undertake extensions.

2.1.3 Development Policies

1. After leases had been offered to tenants, and when there was community support for the principle, individual sites and small groups of sites were to be identified for redevelopment by government or private enterprise.
2. Vacant individual sites, or in some circumstances vacant houses, were to be offered for lease to any person who had not previously owned a lease in Canberra, with appropriate safeguards against premature resale.
3. Locations for private-enterprise group development were to be selected, bearing in mind market factors. The size and concentration of groupings were to be restrained.

4. Medium-density housing forms would be permitted where two or more blocks were amalgamated and redeveloped, although a predominance of detached housing was to be retained in the area.
5. The Commission's cottage blocks design and siting policies were to be applied as the general policy for the area. On particular sites, courtyard and townhouse controls would apply. Lessees of sites adjoining the central pedestrian way were to be encouraged to utilise it as an effective frontage when preparing development proposals.
6. A location for aged persons' units was to be identified in a central position. Construction was to proceed at an early date. Priority for accommodation was to be given to existing residents of the area.
7. Block 19, Section 104 and part Section 124 were to be reserved for institutional use. Institutions would have to justify their need to be in this area before sites were allocated.

2.1.4 Public Involvement

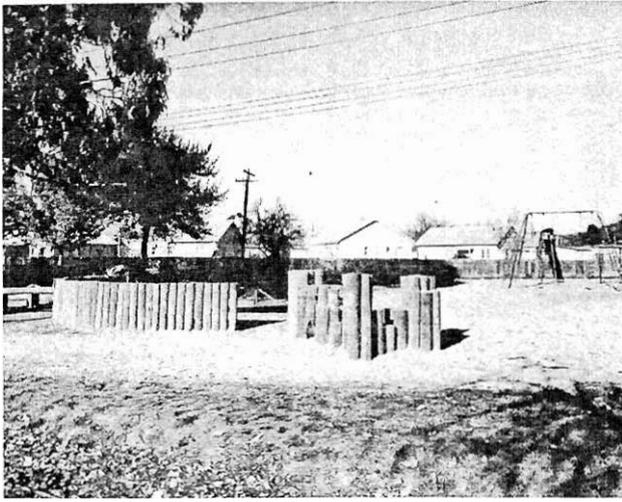
1. A programme of public participation with residents of Section 3, 104-123 Narrabundah, was to be commenced in parallel with initial administrative actions.

2.1.5 Public Works

1. Appropriate steps were to be taken to programme any work necessary to improve reticulated services.
2. Public landscape enhancement for the area was to be undertaken as a matter of urgency.

These recommendations formed the basis for discussion between the Department of the Capital Territory and the Commission and from these evolved a simplified set of proposals for discussion with tenants (see Section 2.3).

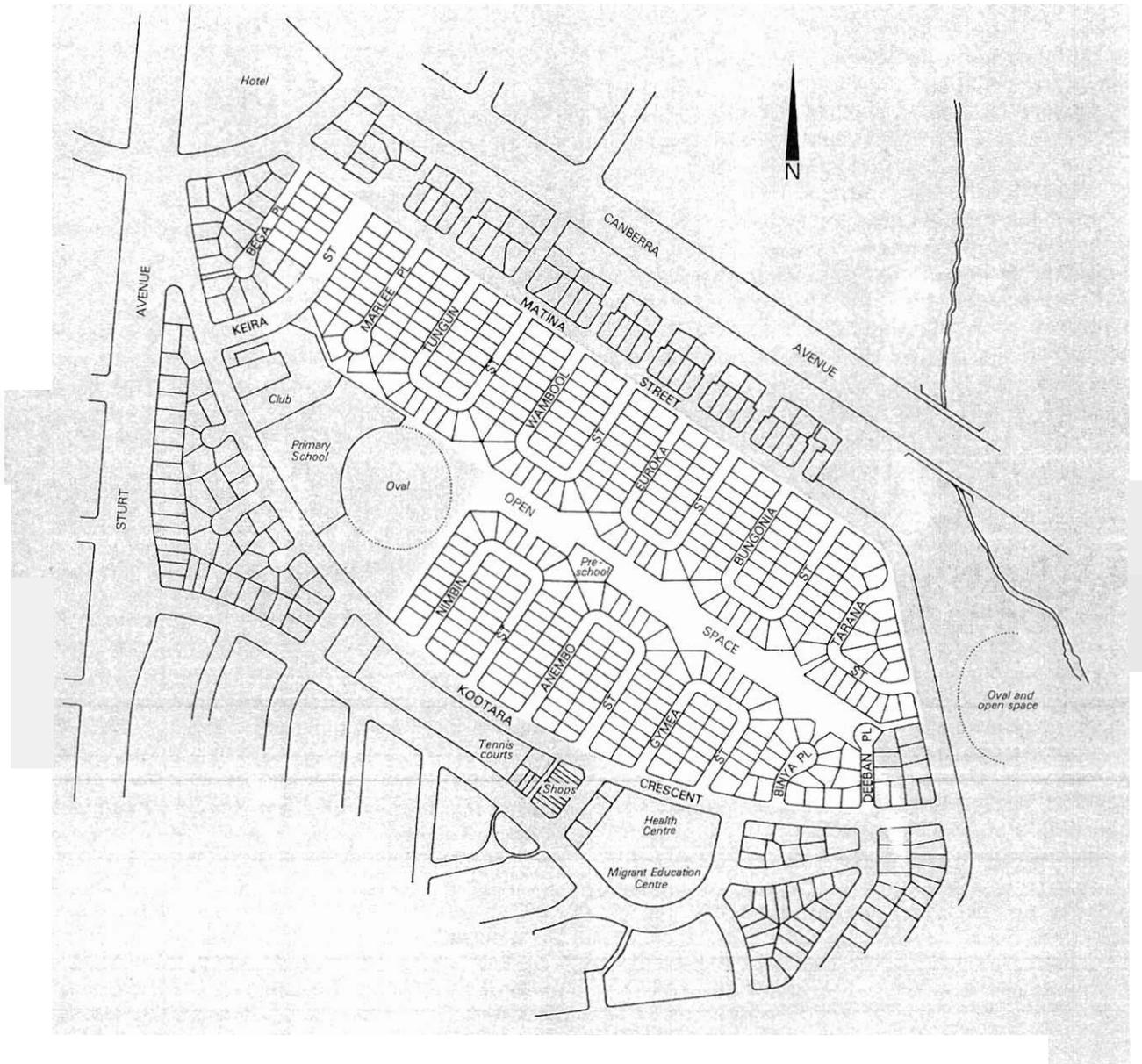
(Subsequently, recommendations 2.1.3 (1), (3), (4) & (5) were implemented. Recommendation 2.1.3 (2) did not proceed as it was considered appropriate that the houses be retained as government houses and only offered for sale to government tenants. Recommendation 2.1.3 (6) did not proceed as D.C.T. was upgrading existing two-bedroom flats approximately 1 kilometre from the area for aged persons' units. Recommendation 2.1.3 (7) was not considered appropriate following discussions with tenants.)



Playground within open space



Central open space



Regeneration Area

2.2 Public Meeting

In July 1979, a well attended public meeting was held at the Narrabundah Primary School to outline to the community the planning and regeneration options developed in the planning study.

It was explained to the meeting that the regeneration exercise would be undertaken jointly by the National Capital Development Commission and the Department of the Capital Territory and would allow a significant degree of resident participation.

The following options were discussed:

1. Demolition of some of the houses, particularly those in poor condition, making the land available for new government and private housing. It was noted that the Commission and the Department did not believe that a large number of new government houses would be constructed although the resident participation programme might establish the need for the new government dwellings.¹
2. Making the houses available for sale to tenants.
3. Renovating the houses that were not demolished or that had not been sold to tenants.

The public meeting revealed that both the Narrabundah community and the residents in the regeneration area wanted something done to revitalise the area. However, there was little agreement on what was required. Broadly speaking, the surrounding community considered that major redevelopment was the only solution, while many residents of the Narrabundah cottages, particularly those of long-term residency, favoured replacement of the houses in poor condition only and a programme of renovation of the remainder.

2.3 Determination of Options

While the Commission was responsible for planning and construction it was obvious that the regeneration exercise would involve many aspects of tenancies and involve the D.C.T. as landlord to the residents. Therefore, it was necessary to establish, jointly with the Department, the options that could be offered to tenants.

Four options were established and approved in principle by the Minister of the Capital Territory prior to beginning discussion with the residents.

The options to be put to the tenants were as follows:

Option 1

Stay in your home—no significant renovations will be undertaken, however, repairs and maintenance will be carried out.

- You may be advised to move if your house is in poor condition.
- If you move at our request, removal expenses will be paid by N.C.D.C.
- Rent will not increase except by normal annual reviews.

Option 2

Stay in your home—house renovated.

- You may be advised to move if your house is in poor condition.
- If you leave at our request, the house you move to will be renovated before you arrive and the removal costs will be paid by N.C.D.C.
- Rent will not increase if you are on a rebated rent.
- Rent increase for those not on rebated rent will be a maximum of \$5.00 per week.
- Renovations will include a hot water service, new kitchen, new bathroom, recladding and repainting, fences, driveways, etc.

Option 3

Purchase your home.

- Government finance available.
- 5 per cent deposit.
- \$80-\$130 administration fee.
- Some essential repairs may be carried out by the government before purchase.
- Approximate repayments over 25 years.

\$15 000 at 5¾% interest	—\$ 90.00 per month
\$15 000 at 9¼% interest	—\$118.00 per month
\$19 000 at 5¾% interest	—\$120.00 per month
\$19 000 at 9¼% interest	—\$150.00 per month

(At the time that discussions began with the tenants, the valuation of the houses had not been established. Values were later established at \$11 500-\$15 000 (see Section 3.7).

The interest rates are determined by income. Low-income earners are granted a lower rate of interest.

Option 4

Move to another government house with a choice of area.

- You: may have to wait for up to 12 months if you ask for a particular suburb.
- The normal \$70.00 transfer fee will not be charged.
- Rent will not increase if you are on a rebated rent.
- Other 2-bedroom houses are not likely to be available—flats are the only real alternative.
- Rent is likely to increase if you are not eligible for a rebate.

¹ This view was taken in the knowledge that no new government housing was then being constructed in Canberra. However, the government housing programme recommenced in 1981-82 and, as a result, 61 new government houses are being constructed in the area.

2.4 Resident Participation

During July 1979, in addition to the public meeting, a number of actions were set in motion to enable the participation process to begin.

1. An Information Centre was established in one of the vacant houses in a prominent position on Matina Street. This was to be manned each morning during the initial phase of the participation process by an officer of the N.C.D.C. who would be responsible for the project from the planning stages through to implementation. That person would become well-known to the residents and would be the focus of all contact between the Commission, the Department of the Capital Territory and the residents.
2. D.C.T. began a search of their records to establish tenant identities, tenancy periods and other relevant information.
3. The Department of Housing and Construction (now Department of Transport & Construction) undertook a physical survey of all houses to establish the condition of each house and to identify those houses beyond economic repair.
4. The Commissioner for Taxation undertook inspections of the houses to establish average market values for each of the four house types.
5. The D.C.T. suspended allocation of vacant houses from 1 August 1979 until the initial phase of participation was complete (1 November 1979). Tenants who had previously applied for transfer were moved as the houses they sought became available. Thus, during the latter part of 1979, the number of vacant houses increased from 30 to approximately 70.

Pre-planning for the resident participation process was undertaken following the public meeting of July 1979 with the intention of beginning the process on 1 August 1979. The Project architect's diary for that period records the following steps:

31.7.79

Letterdrop of all houses in regeneration area. This contained:

- (a) a covering explanatory letter;
- (b) a short questionnaire which canvassed the four basic options;
- (c) a programme for evening meetings on a street-by-street basis to be held at the Narrabundah Primary School;
- (d) a brochure which set out the options in graphic form as a basis for discussion. (See Appendix)

1.8.79

Information Centre opened.
Eight residents came to discuss the proposals and to deliver their completed questionnaire.

2.8.79

Meeting with the local Community Health nurses

who agreed to prepare a list of the elderly or handicapped patients who would need a visit at home.

Evening

First street meeting held for Bega Place, Keira Street and Marlee Place (41 houses).

7.8.79

Evening

Street meeting held for Tungun Street (40 houses).

8.8.79

Evening

Discussions held with the President of the Narrabundah Health and Community Council to outline the process being followed. He gave his support for the process and agreed that the Health and Community Council would not publicly comment until the initial phase of the process had been completed, on the basis that he be kept informed of progress.

9.8.79

Evening

Street meeting held for Wambool Street (40 houses).

13.8.79

Began calling on tenants in streets where street meetings had been held and who had not yet returned questionnaire. This process continued all residents' views had been received (approximately mid-September 1979).

Held discussions with the manager of the Indo-Chinese Refugee Association, who occupies one of the houses, to establish the names and addresses of refugees living in the regeneration area.

14.8.79

Evening

Street meeting held for Euroka Street (40 houses).

16.8.79

Evening

Street meeting held for Bungonia Street (40 houses).

21.8.79

Evening

Street meeting held for Tarana Street, Deeban Place, Binya Place and Matina Street (38 houses).

23.8.79

Evening

Street meeting held for Gynea Street and Koota Crescent (40 houses).

28.8.79

Evening

Street meeting held for Anembo Street (43 houses).

30.8.79

Evening

Street meeting held for Nimbin Street (43 houses).

By the end of August, the views and completed questionnaires of about 200 of the residents of the 360 houses had been gathered. There were approximately 70 houses vacant at this time. Some 80 residents did not give their views or express their preference. Consequently, the first three weeks of September were spent individually meeting with these tenants to ensure that all were given ample opportunity to make their views known. Many of these tenants had not bothered to complete the questionnaire as they were already on the transfer list and expected to be moving out of the area at any time.

During the period from 1 August until mid-September, the Information Centre was visited by an average of eight residents a day. While many visited several times, either to clarify various aspects of the regeneration proposals or simply to chat, the majority of visitors used the Information Centre as it was intended, i.e. as an alternative source of information to the street meeting. Many tenants had been unable to attend the meetings for a variety of reasons, in particular, babysitting difficulties, and thus the Information Centre served a very useful purpose. A high proportion of the residents consisted of recent immigrants to Australia and those with language difficulties, came to use the Information Centre as a way of getting more personal attention and to ensure that they clearly understood the choices being offered. A number used their children as interpreters.

While the Information Centre and the street meetings were principally intended as a means of conveying information to the residents, both the Centre and the meetings rapidly developed into information exchange forums. The residents received the information they needed to enable them to make sensible and appropriate choices from the options available, and at the same time, a wealth of information was forthcoming from the tenants. This greatly assisted in the development of the Master Plan for Regeneration and helped to give the residents a sense of involvement in the project.

By the end of September, all residents' views had been received and the development of the Draft Master Plan for Regeneration of the area began.

2.5 Demographic Information

A specific demographic survey of the residents of the Narrabundah regeneration area was not undertaken. However, the questionnaire, street meetings and visits to the Information Centre gave a fairly clear picture of the situation. This is summarised as follows:

1. Approximately 65 per cent of the residents were of non-English speaking origin with a high proportion from Yugoslavia, and particularly from Macedonia.
2. Some 20 per cent of the residents had noticeable difficulty understanding English. However, this problem was overcome, in all but one case, by using friends, neighbours or children as interpreters.
3. The area had, at various times, attracted particular ethnic groups. Migrants from Turkey, Italy, Malta and, more recently, Yugoslavia had comprised as much as 25 per cent of the residents.
4. Some 20 per cent of the tenants were aged pensioners and had lived in their houses for more than 10 years.
5. A total of approximately 25 per cent had lived in their houses for more than 10 years, and nearly 50 per cent for more than 3 years.
6. The social and economic changes of the last five years had resulted in a rapidly increasing number of unemployed persons and single-parent families coming to live in the area. These two groups accounted for approximately 45 per cent of residents.
7. Twelve tenants had lived in the area for 32 years, having been the first tenants of their houses.
8. Twenty-one were recent arrivals as Indo-Chinese refugees and there was a trend for such refugees to come to Narrabundah as their first home. Due to the presence of the Indo-Chinese Refugee Association, the Migrant Education Centre and other support groups, these people preferred to remain in the area. This would create future social problems if allowed to continue unchecked.

2.6 The Master Plan

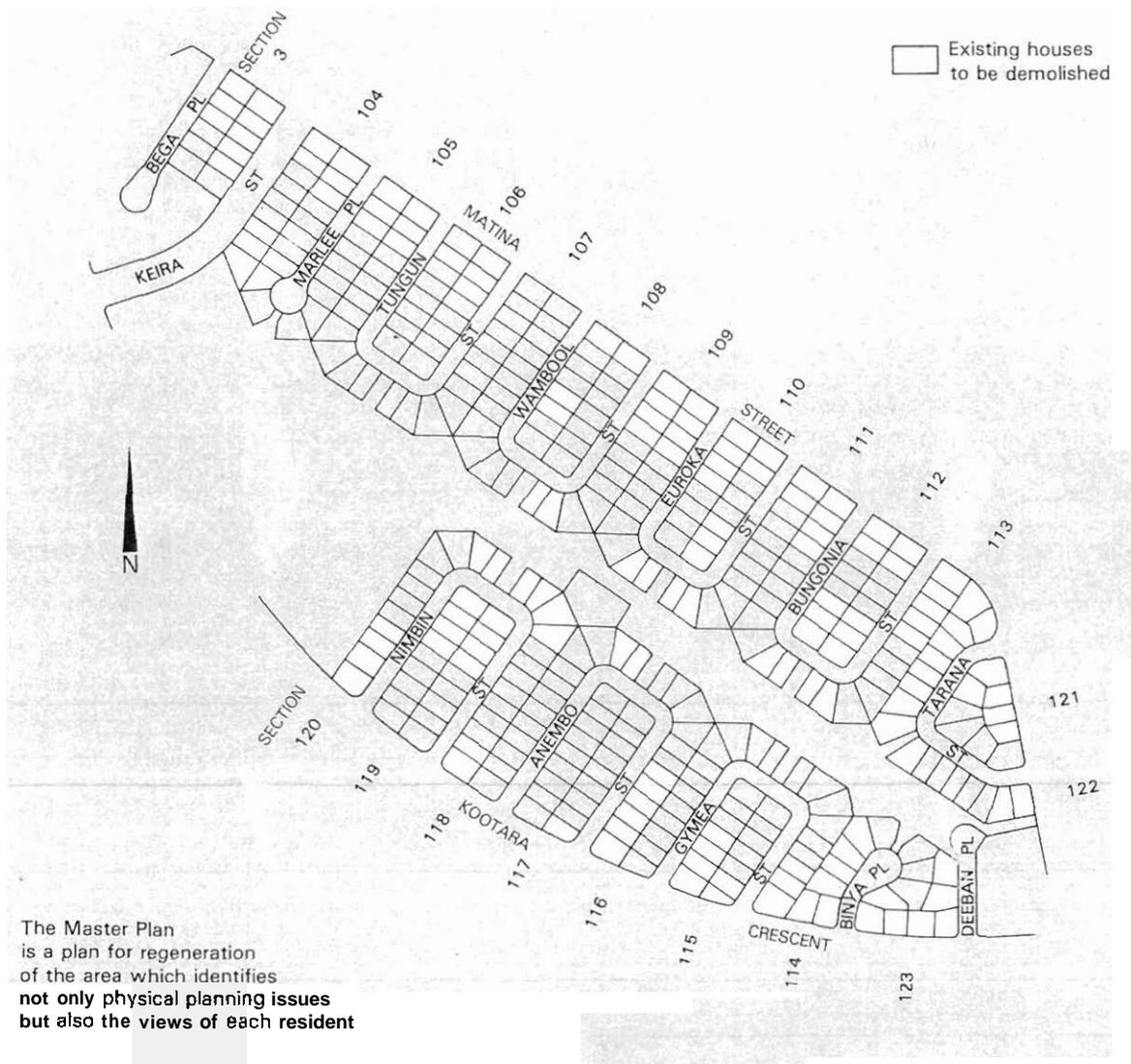
The Draft Master Plan evolved during the early part of September 1979 and was approved in principle by the Commission on 18 September 1979. D.C.T. gave the proposals their support on 20 September 1979.

The Plan envisaged the demolition of approximately 120 houses, most of which were in poor condition. While at this time many were vacant, a number were not. In all cases, the tenants of the houses being considered for demolition had elected to move either to a better cottage or out of the area. A meeting was held on 4 October 1979 with these tenants to ensure that they had not changed their minds and that the Plan could be released publicly without creating problems. As a result of the meeting, a number of changes were

made (10 or so tenants having changed their minds).

The proposals and the Master Plan were presented to the Minister on 8 October 1979 and received his endorsement.

The Narrabundah Health and Community Council (N.H.C.C.) were given a preview of the Master Plan on the evening of 24 October 1979, prior to the public release at a public meeting held at the Narrabundah Primary School on 1 November 1979. Widespread support was received both from the N.H.C.C. and the public. The Commission then prepared a Draft Development Plan to set detailed guidelines for the regeneration.



The master plan for the Narrabundah regeneration area which was approved by the Commission in September, 1979

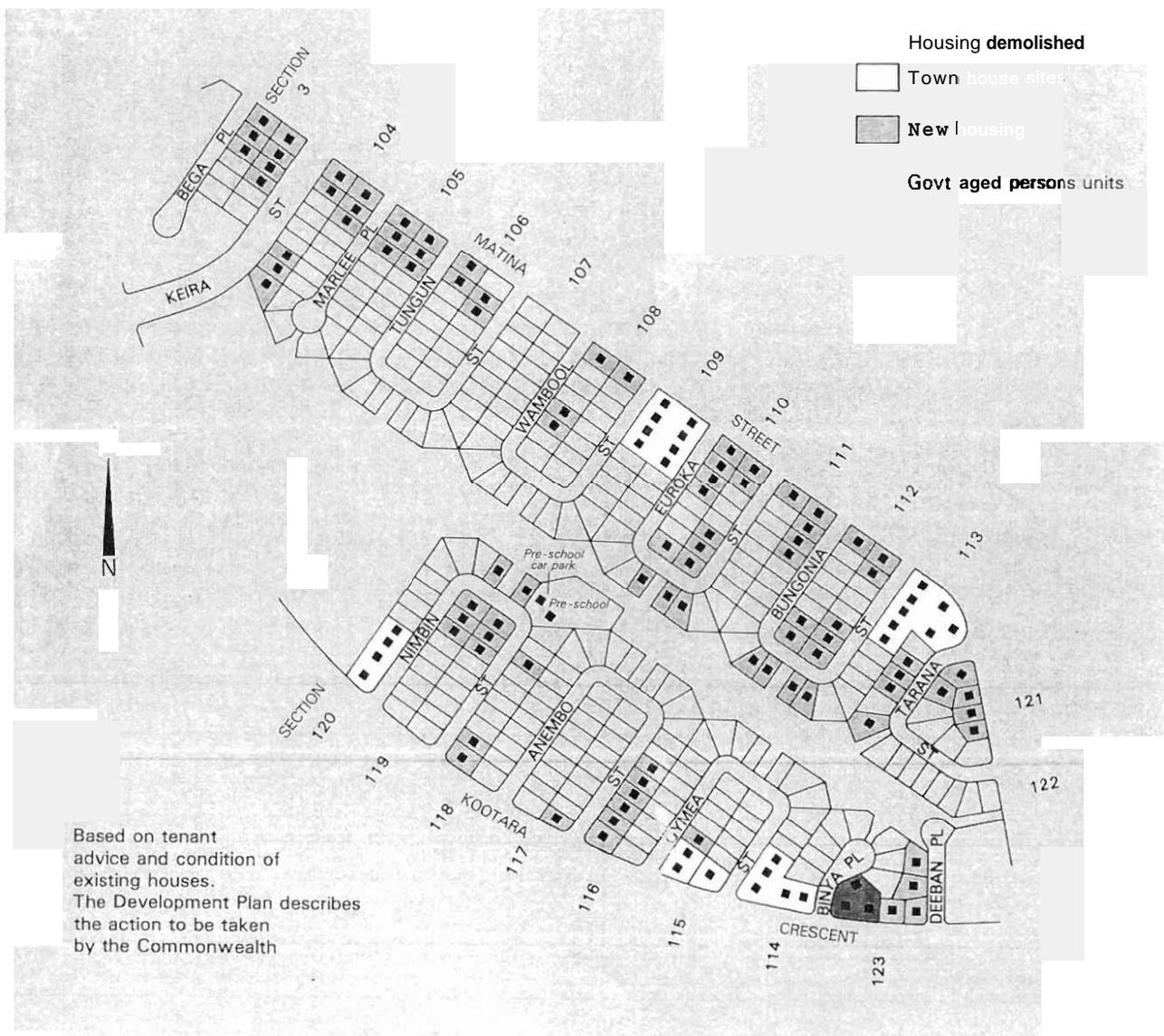
2.7 Draft Development Plan

It became obvious during discussions with the tenants that, while more than half the residents had no desire to leave the area and were anxious to ensure that the Draft Development Plan retained their homes, most wished to have improvements carried out.

The Draft Development Plan envisaged the demolition of some 120 houses, the majority of which were in poor condition. The principal objective was to achieve by progressive change, a mix of new and old, and government and privately-owned housing, with a long-term aim of achieving a social balance within the study area.

There were to be four housing types:

- original houses owned and renovated by the government;
- original houses purchased and renovated by the tenant;
- new government houses; and
- new privately-built houses.



3.1 Relocation of Tenants

Approximately 40 per cent of the tenants resident in August 1979 chose to move out of the area. All were given a choice of particular suburb, an unusual option since tenants are normally given only a choice of north or south of Lake Burley Griffin.

While specific priority was not given to the relocation of these tenants over other tenants seeking transfer from one government house to another, every effort was made to relocate tenants from the regeneration areas as swiftly as possible. Some 160 moves were involved and the last tenant was relocated in February 1981.

3.2 Initial Improvements

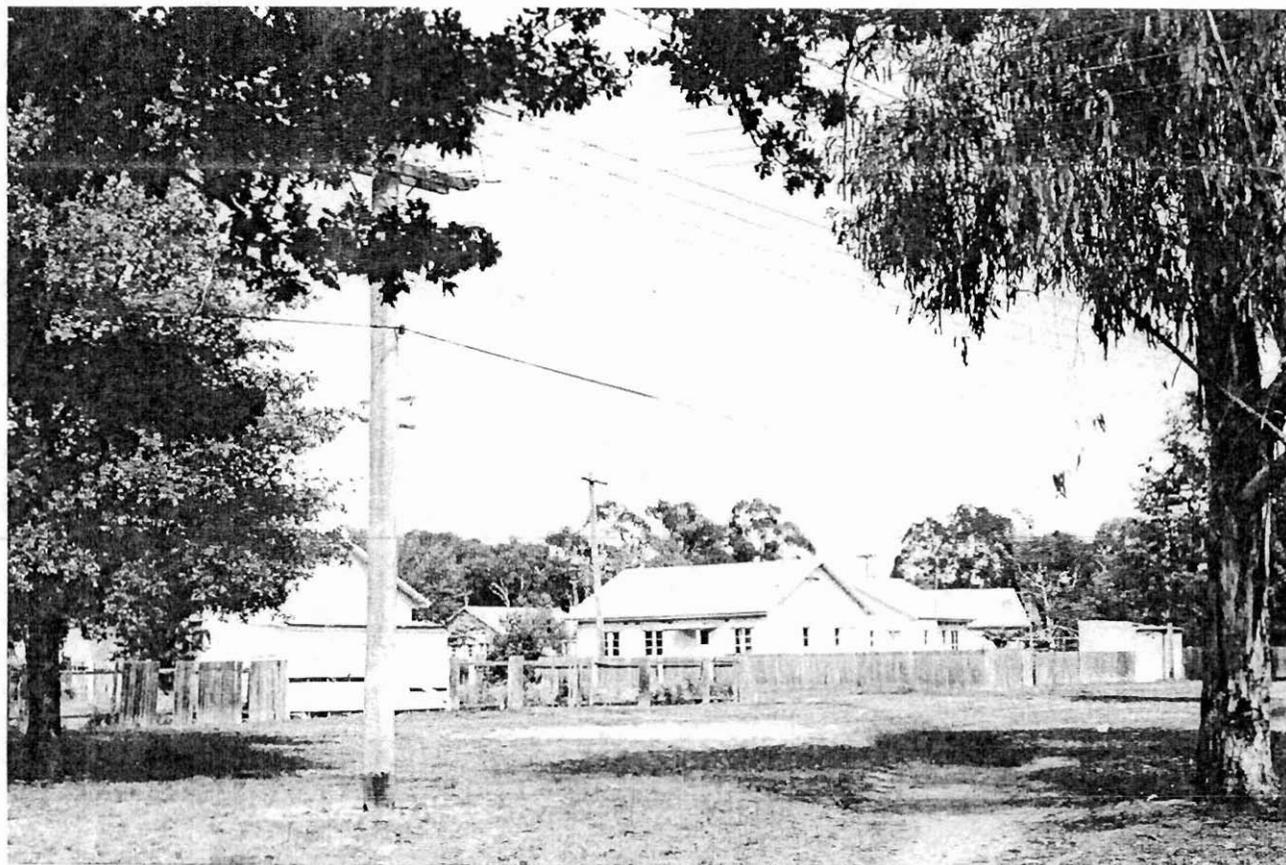
From the outset, two widespread concerns of the residents became apparent and early action was taken to provide ceiling insulation and new boundary fencing.

The houses had not been previously insulated and boundary fences were dilapidated and, in many cases, non-existent. The fences were viewed by the tenants and surrounding residents as an obvious form of neglect.

A contract for ceiling insulation was let in February 1980 and completed in June 1980. New boundary fencing was completed in 1981.

It was acknowledged, when the decision was made to let these two contracts so early in the regeneration programme, that this work might be carried out to some houses that would later be demolished. However, it was considered more important to give positive evidence that regeneration was **underway** and accept that some work might later be lost. As it happened, only eight per cent of the houses that were insulated and provided with new fences were later demolished.

As **surveying** of the area began, it became obvious that garden sheds and external laundries located in the corner of each yard relied, not only upon the adjoining shed for support and therefore constituted an encroachment, but were constructed over service easements. Therefore, it was necessary to build new sheds and demolish the existing structures. A contract for this work was completed in November 1981 to all existing houses, whether owned by the government or purchased by the tenant.



Rear of houses in Nimbin Street, showing dilapidated fencing

3.3 Services

As investigation, participation and planning proceeded, it became obvious that because the houses had originally been constructed as temporary, documentation, particularly of underground services such as water and sewage pipes, was sketchy and, in many cases, non-existent.

It was necessary to undertake a comprehensive investigation of underground services, in order to define service easements. This investigation revealed numerous conflicts with the storm water drainage system. As a general rule, one storm water tie was provided for groups of three houses and extensive work was, therefore, required to provide individual ties to each house.

This caused a delay in the sale of houses to tenants and the release of cleared sites for the construction of new private housing. By April 1981, the extent of work had been defined and the sale of houses began on the basis that some rectification works would be undertaken after the sale had been made.

3.4 Demolition

Simultaneously with discussions with tenants, an inspection of each house was undertaken to establish its physical condition. By mid-September 1979 there was a clear picture of the location of all houses that would become vacant due to tenants leaving the area and the physical condition of each of the vacated houses.

The Master Plan identified all of the houses to be demolished. Approximately 80 per cent of these were in poor physical condition and were either vacant or becoming vacant as tenants left the area. The balance identified for demolition tended to be in better condition, but were nominated for demolition to provide some consolidation of cleared land. These houses were all voluntarily vacated by their tenants. By consolidating the cleared land, it was hoped to attract private-enterprise house builders, in order to provide the mix of private and public housing considered an essential part of the regeneration concept.

Demolition began in May 1980, and the majority of houses were under demolition contracts by June 1981. Generally, demolition was undertaken by individuals seeking cheap housing for hobby farms, holiday houses and the like and as a rule the tender averaged \$100+.



New private-enterprise house in Eureka Street



New private-enterprise houses in Marina Street



House demolition

3.5 New Housing

Following the resumption of construction of government housing in 1981–82, some 56 sites were selected in the regeneration area for the construction of 61 government houses.¹ The housing types varied, and each was designed to fulfil a specific need of the regeneration exercise.

Four sites were selected for the construction of three large houses to re-house three large families living in the area. One six-bedroom and two five-bedroom houses were constructed for the following families:

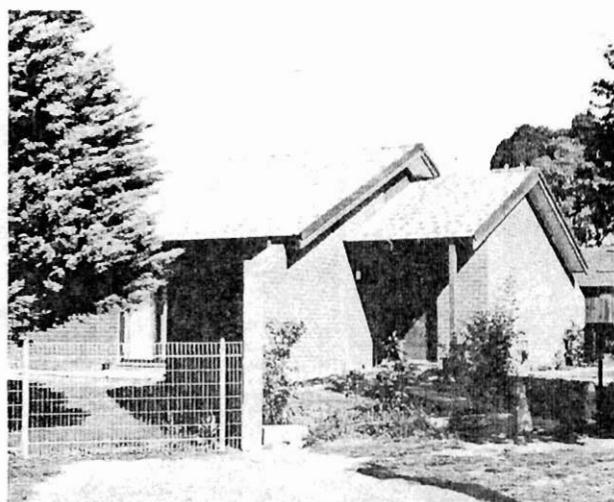
- an Indo-Chinese refugee family comprising husband, wife and 10 children;
- an Indo-Chinese refugee family comprising husband, wife, 5 children and maternal grandmother; and
- an Australian family comprising husband, wife and six children.

The houses were low-energy house designs incorporating solar hot water heating and slow combustion wood stoves for space heating. These designs were based on the guidelines of the N.C.D.C. Technical Paper No. 22 'Low Energy House Design for Temperate Climates' (August 1977). The tenants participated in the selection of sites, selection of house type, siting, colours and materials, in a process very similar to that followed in the Causeway Redevelopment Project. (See N.C.D.C. Technical Paper No. 28—'Causeway Redevelopment: A Case Study in Public Participation' May 1980).

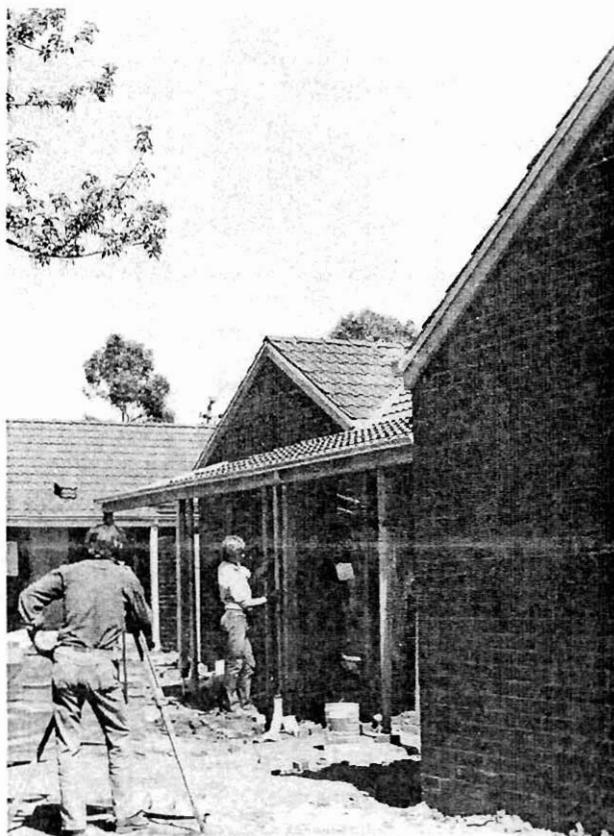
Twenty-two sites were selected for the construction of detached government houses. The houses were of low-energy design, but did not incorporate solar hot water heaters or slow combustion stoves. The sites selected were those located amongst the existing houses and considered least attractive to private enterprise. They were selected to ensure that all cleared sites were built on, to give positive momentum to the regeneration process, and to act as a demonstration of how new housing could be sympathetically constructed alongside existing houses.

Twenty-four sites were selected for the construction of 30 government townhouses of low-energy designs. The sites were carefully selected to enable the Commission to demonstrate to private enterprise how townhouses in small groups can be successfully integrated with detached housing. This has significance beyond the boundaries of the regeneration area, and is seen as a demonstration of how small-scale townhouse redevelopment can be applied to most older residential areas in Canberra.

A further 6 sites were selected for the construction of government houses in the 1982–83 financial year.



New government housing



New government housing

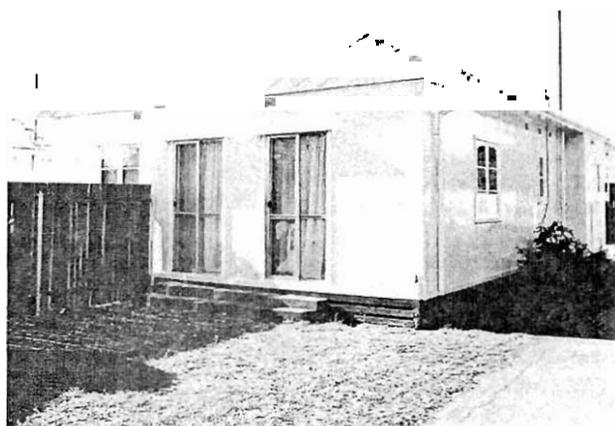
¹ 24 sites were combined to construct 30 townhouses.

3.6 Prototype Renovations

All of the existing houses that remained and not purchased by the tenants were to be progressively renovated. As the first step, five houses were renovated as prototypes. This provided two major opportunities:

- The Commission was able to establish the extent and nature of work that could be undertaken economically without requiring the tenant to vacate the house while the work was done.
- The tenants, whose houses were to be renovated, could see the final product and could compare the various alternatives that would be offered to them.

An exhibition of three of the prototypes was held on the weekend 1 and 3 May 1981. Approximately 160 residents of the regeneration area took the opportunity to inspect the houses. All were impressed with the results and anxious that work should start on their houses.



Prototype renovations

3.7 Sale of Existing Houses to Tenants

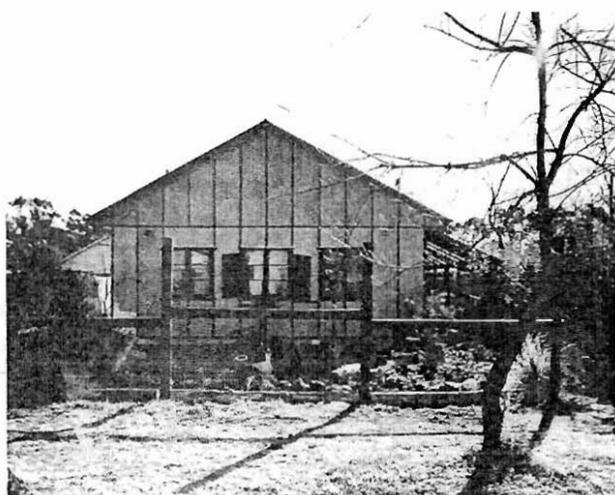
In April 1980, the Minister announced that tenants would be able to buy their homes for prices ranging from \$11 500 to \$15 000 with a 5 per cent deposit. Terms of the offer were for repayments over 32 years, with interest rates as low as 5.4 per cent. In many cases, repayments would be less than the rental. This was considered to offer many tenants a unique opportunity to own their own home. At 30 June, 1982, 130 applications to purchase had been received.

As was hoped when the regeneration project began, a number of tenants, who had purchased their houses, had begun to renovate them. It is probable that other owners will follow their example.

A contract for the renovation of the first group of 27 houses was let in May 1982, and the remaining 69 houses will be renovated in two groups in 1982-3. These three groups have been established on the basis of length of tenancy, the longest being renovated first. At the initial interview to determine the extent of renovation, tenants were offered the opportunity to move to one of the new government houses, again based according to length of tenancy. Approximately half of the tenants decided to move to a new house.



Owner improvements in Tungun Street



Owner improvements in Nimbin Street

By the end of 1982, work in the Narrabundah regeneration area was well advanced.

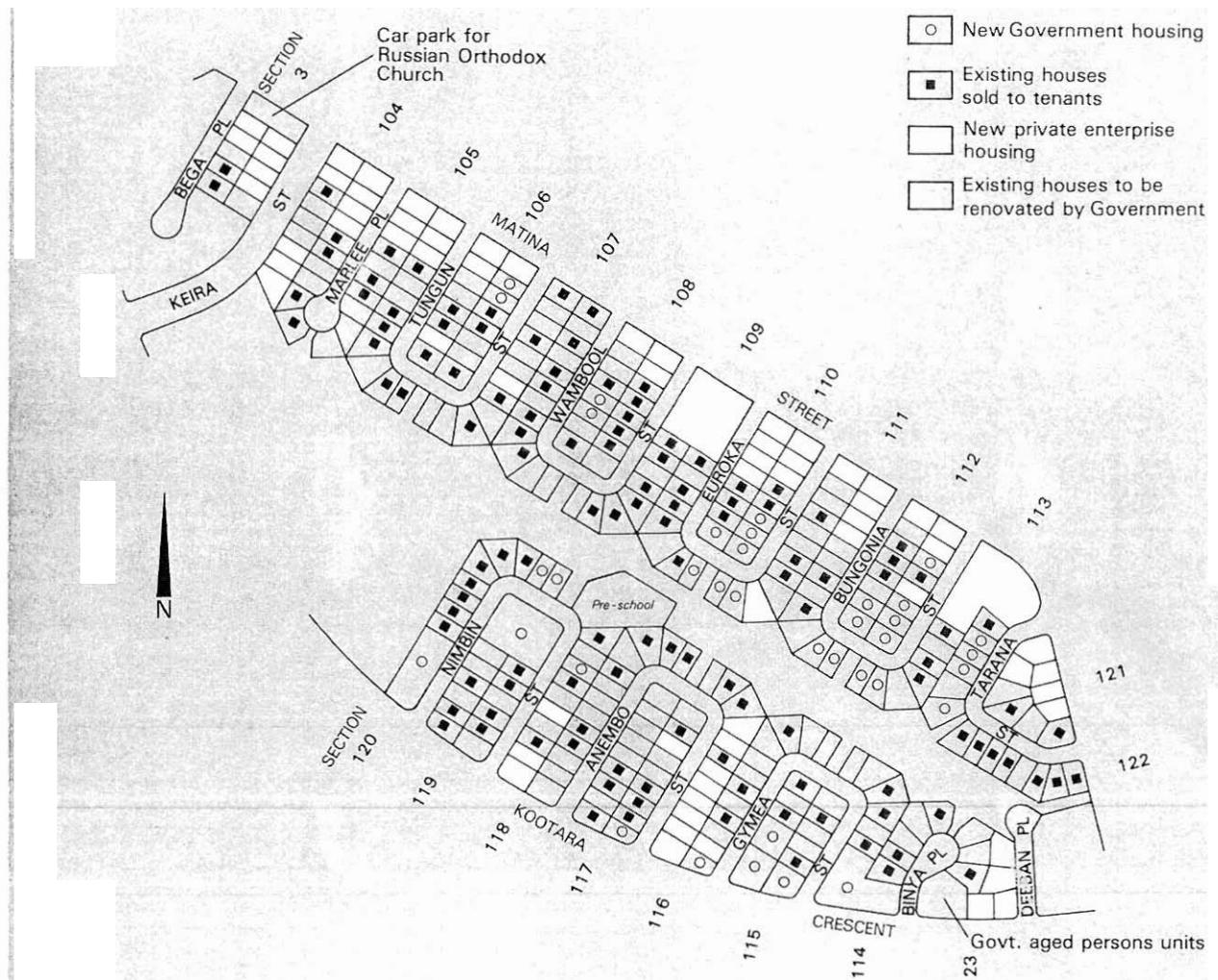
132 houses had been demolished.
58 vacant blocks had been sold to private enterprise: 30 new houses were under construction; 8 were finished.

- 25 new government houses have been complete.
- A contract had been let for the construction of 30 new government townhouses, of which 14 have been completed.
- 5 prototype houses had been upgraded and a contract for the upgrading of a further 23 had been let, (9 are now completed).
- 136 tenants had applied to buy their houses and 117 sales had been completed.
- Hydraulic improvements have been carried out to two-thirds of the area and a contract has been let for the balance of the area.

Over the next 18 months, the remainder of the

work to be undertaken by the N.C.D.C. should be carried out. This includes:

- Completion of the upgrading of the existing houses.
- Completion of the new government houses and townhouses.
- Upgrading of the landscaped areas, including the provision of footpaths.
- Sale of remaining cleared land to private enterprise.
- Upgrading of streetlighting.



The situation as at September 1982

The Nsrrabundah Regeneration Project has been one of the largest and most complex resident participation projects undertaken by the National Capital Development Commission. All of the original tenants were personally involved in the decision-making process. During the course of the project, new tenants have moved into the area and they have become involved in its latter stages. As blocks have been sold, the purchasers have also become participants.

While the project is not yet complete, it must be viewed as a success. With few exceptions, all tenant wishes have been met by the development plan and all blocks offered for sale have sold immediately, with many new houses either under construction or completed and occupied.

The major objectives of the exercise, to achieve a mixture of privately-owned and government-owned new and existing housing occupied by a stable more socially balanced population who wish to live in the area, have been achieved.



Construction of new government housing underway



Integration of new and existing houses

N.C.D.C. Publications, Audio-Visual Presentations

The following is a list of current N.C.D.C. publications and audio-visual presentations available for purchase from the Commission Publications may also be read in major libraries or the Commission's library.

For full information, please write to 'Publications Sales', National Capital Development Commission, P.O. Box 373, Canberra City A.C.T. 2601, or telephone Canberra (062) 46 8281.

Technical Papers

		Recommended Retail Price (Postage Additional)
		5
No. 1	The Role of the Social Planning Group within the N.C.D.C. October 1974.	1.00
No. 2	Molonglo Arterial Canberra January 1975.	1.15
No. 3	Operational Review in the N.C.D.C. Revised edition November 1976.	1.15
No. 4	Housing Requirements of the Aged: Social & Psychological Aspects February 1975.	1.25
No. 5	National Sports Centre Bruce—out of print	
No. 6	Submission by the N.C.D.C. to the Royal Commission on Australian Government Administration February 1975.	1.50
No. 7	Canberra: Demographic & Social Background. Revised edition May 1977.	1.75
No. 8	An introduction to Corporate Planning—out of print.	
No. 9	Project Management June 1975.	1.50
No. 10	Resident Satisfaction and Design Effectiveness of Two-Storey Flats. July 1975.	1.15
No. 11	Planning Brief for Lanyon Territorial Unit August 1975.	3.95
No. 12	Population and Labour Force Projections for Canberra and Queanbeyan 1976-1980. Revised edition December 1976.	3.25
No. 13	Social and Psychological Needs Related to Residential Density and Housing Form April 1976.	1.75
No. 14	The Use of Environmental Impact Statements in Environmental Planning April 1976	1.15
No. 15	District Plan for Forey Neighbourhood Belconnen October 1976	1.15
No. 16	Monitoring Survey of Medium Density Housing in Canberra and Queanbeyan December 1976	1.15
No. 17	District Plan for Isaacs Woden-Weston Creek January 1977.	3.50
No. 18	Government and Community Involvement in Planning and Development of Canberra April 1977.	
	Part I Submission to the Parliamentary Joint Committee on the A.C.T.	1.00
	Part II Background Paper: N.C.D.C. Powers & Procedures.	1.50
	Part III Background Paper: Public Participation in Planning.	1.00
No. 19	Structure Plan for West Murrumbidgee. Tuggeranong May 1977.	6.75
No. 20	Guidelines for Subdivision July 1977.	7.75
No. 21	Urban Open Space Guidelines. Revised edition January 1981.	2.95
No. 22	Low Energy House Design for Temperate Climates August 1977.	3.00
No. 23	An Open Space System for Canberra: A Policy Review October 1977.	6.75
No. 24	Tuggeranong: The Views of Some Early Residents November 1977.	4.50
No. 25	Traffic Noise and its Effect on Site Selection and Design of Dwellings April 1978.	2.75

No. 26	Canberra Schools in the 1980s May 1978.	4.75
No. 27	N.C.D.C. Corporate Planning July 1977.	2.00
No. 28	Causeway Redevelopment: A Case Study in Public Participation May 1980.	3.00
No. 29	Monitoring Stormwater Flow and Water Quality in Paired Rural and Urban Catchments in the A.C.T. August 1980.	2.00
No. 30	Waters of the Canberra Region April 1981.	10.00
No. 31	Retailing in Canberra May 1981.	7.00
No. 32	Monitoring River Recreation Demand in the A.C.T. June 1981.	3.50
No. 33	Murrumbidgee River Ecological Study July 1981.	11.00
No. 34	Utilisation and Protection of the Murrumbidgee River System in the A.C.T. July 1981.	7.00

Reports

	Tomorrow's Canberra May 1970.	17.95
	A Land Use Plan for A.C.T. March 1975.	2.95
	Canberra: A Survey of the Residential Environment Reprinted May 1975.	2.50
	National Capital Open Space System November 1976.	3.75
	Glenloch Interchange and Associated Roads Environmental Impact Statement: Supplementary Report November 1977.	1.75
	Yarralumla Policy Plan Report on Environmental Issues February 1979.	5.00
	Yarralumla Policy Plan Supplementary Report on Environmental Issues March 1980.	3.00
	22nd Annual Report October 1979.	2.00
	23rd Annual Report September 1980.	2.00
	24th Annual Report October 1981.	2.00
	25th Annual Report October 1982.	2.00
	Works of Art in Canberra December 1980	15.00
	Guidelines on Engineering and Environmental Practices—Innovative Aspects June 1981	17.75
	C.R.C. Centre Policy Plan Development Plan for Discussion February 1982	
	Parliamentary Zone Draft Development Plan June 1982	20.00
	Basic Specifications: Roads, Hydraulics Services and Landscape Edition No. 2 October 1982.	10.00
	Erindale Centre Development Plan November 1982.	2.00

Audio-Visual Presentations

	Programme AVS1-7/82: Canberra. Australia's National Capital—39 slides and cassette.	25.00
	Programme SK1-7/81: 12-slide presentation and script on Canberra.	5.00