

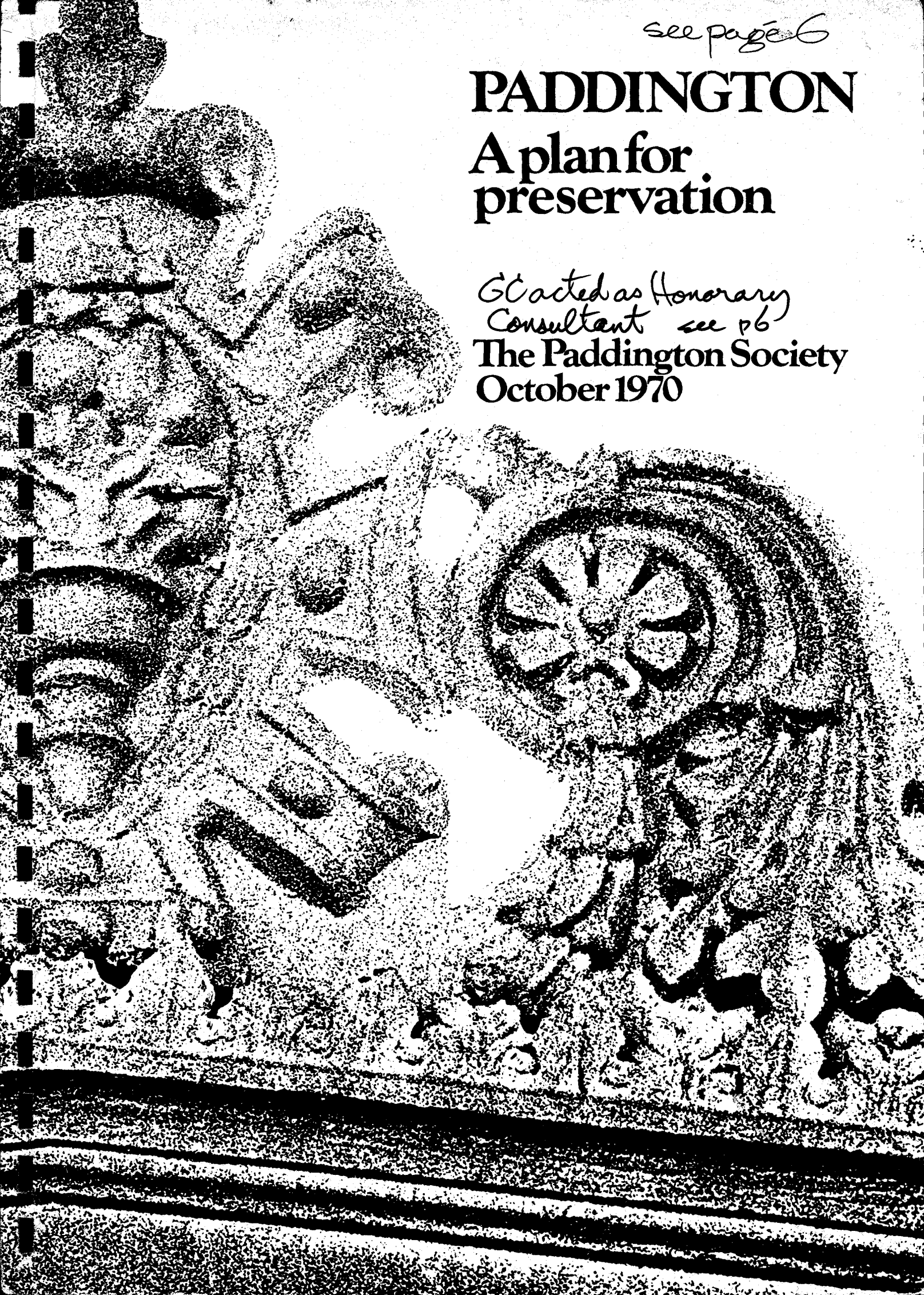
*see page 6*

# PADDINGTON

## A plan for preservation

*GC acted as Honorary  
Consultant see p6*

The Paddington Society  
October 1970





# THE PADDINGTON SOCIETY



*Box 99 Post Office, Paddington, New South Wales 2021*

October 6, 1970

The Mayor of Woollahra  
Alderman G. C. T. Burfitt-Williams  
Council Chambers  
536 New South Head Road  
DOUBLE BAY NSW 2028

Dear Alderman Burfitt-Williams

As you are aware, my Society has been preparing a detailed plan for the Paddington Area over the last 18 months. The progress of this work has been discussed with your local Planning Scheme Committee at stages as the work proceeded.

Our conclusions regarding the controls that we think are necessary to support the Preservation/Residential 2(g) Zoning are set down in the attached Report and Atlas of drawings for consideration of Council. The production of this Report has been delayed by the Minister's timely announcement regarding Jersey Road. The maps have been amended to incorporate his decisions.

A copy of the Report has been sent to each Alderman under separate cover. We would be pleased to meet with your Local Planning Scheme Committee, or Council, at any time to discuss the conclusions we have come to and discuss any matters arising out of our Report.

We hope that your Council will take the initiative in contacting the Council of the City of Sydney to co-ordinate the planning of the two halves of Paddington.

This work has not been done hurriedly or lightly; we estimate that if professional consultants had been charged with the preparation of this work its cost would have been in the order of \$20,000. We hope that the Paddington Society may be permitted to continue its responsible citizen action and given further opportunities to assist Council in this matter.

Yours faithfully



Donald Gazzard  
President 1968-70  
The Paddington Society.

## Foreword

Paddington is one of a ring of suburbs around the city core of Sydney which were largely developed in the latter part of the last century. Unlike the others, it is on the eastern side of the city and for the most part occupies a northward facing slope running down towards the harbour, thus benefiting from a good micro-climate and many pleasant views. Also unlike the other inner suburbs, it remains largely intact as it was when first developed and is remarkably free from later industrial invasion.

Although there was a scattering of buildings from the early days of the Sydney settlement (the most notable being Juniper Hall circa 1825 and Victoria Barracks from the 1840's) the character of Paddington was virtually established during the great building boom of the 1880's. In this short period the whole area was subdivided into small blocks on average about 15 feet wide by 100 feet deep and row upon row of terrace houses were built, mostly for rental to lower middle class families.

These houses are all basically similar in style and design. They are predominantly of two storeys, with living areas downstairs and bedrooms on the upper floor. They have steeply pitched slate roofs and projecting party walls. On the street facade there is a full width verandah decorated with cast iron "lace".

By the 1920's the area had begun to decline as the middle classes began to move out to the new and more spacious outer suburbs. The terrace house became unfashionable and the depression and rent control hastened the decline, so that by the end of the Second World War, Paddington was officially recognised as a slum. In the 1948 Cumberland County Planning Scheme Paddington, along with most of the other inner areas, was designated as "totally substandard - requiring replacement, either immediately or within 25 years". The intention to completely redevelop the area was still apparent in the 1958 City of Sydney Planning Scheme.

However, despite the planners, something quite different happened. First came the influx of European migrants. They were without the Australian's prejudice against terrace houses and, finding the inner suburbs to their liking, also found that the terrace houses were a convenient and cheap form of dwelling. They soon began to purchase and improve



their own houses. The visible sign of this was an explosion of colour as rainbow hues of pink and green and blue transformed the drab brown terraces.

During the middle and late 1950's a trickle of old Australians, dissatisfied with outer suburban living, and attracted by the charm and architecture of Paddington, began to move there. By 1960 the Paddington terrace had become fashionable again and a new professional and middle class group began another transformation of the area. White paint or stripped brickwork appeared everywhere. Balcony enclosures were removed and cast iron restored. The houses were renovated inside and out. Between 1959 and 1966 John Roseth<sup>(1)</sup> estimated that 2,000 terrace dwellings out of a total of 4,800 changed hands, and that in this period the total investment on rehabilitation was about \$2 million.

About 1960, another change occurred. Because of the renewed popularity of Paddington, developers found that it was at last profitable to erect new flats in the area, so that on any unusually large sites, new buildings of quite a different scale and character to the terraces began to appear. The new 'urbanites', concerned over this and other threats to the harmony and amenity of the area, in 1964 organised a society dedicated to saving Paddington. By 1968, after four years of campaigning, the Paddington Society<sup>(2)</sup> had managed to convince the State Government that Paddington should be declared "a special area of architectural and historic interest" and as such should be preserved for posterity.

(1) "Extent, Progress and Location of Rehabilitation Activity in Paddington", John Roseth (Planning Research Centre) Sydney University 1967.

(2) See Appendix C (page 43)



# **PADDINGTON - WEST WOLLAHRA AREA CURRENT ZONING**

**THE PADDINGTON SOCIETY  
JANUARY 1970**

# Chapter 1

## THE IDEA OF PADDINGTON AS A SPECIAL AREA

- (a) The idea of a special zoning and special regulations for Paddington arose naturally from the formation of the Paddington Society. It was first put forward formally by the Society in April 1965 in objections to the draft City of Sydney Planning Scheme. Together with a number of more specific points, objection was made that Paddington as a whole had not been zoned as "a Special Area of outstanding Architectural and Historical interest" with regulations to keep it that way. When the City Planning Scheme was again exhibited in 1967 the residential zoning that allowed high rise flats was unchanged but more importantly there were several new road and road widening proposals cutting through some of the most interesting parts of Paddington.
- (b) The Paddington Society immediately started a vigorous campaign for a public enquiry into these road proposals. This campaign was successful and in 1968 the Minister for Local Government and Highways took the unusual step of appointing an independent commissioner, Mr. Walter Bunning, architect and town planner to enquire into this part of the scheme only. At this enquiry, as part of the case for rejecting the new road proposals, the Society again presented the idea of Paddington as a unique area architecturally and historically, which should be preserved. Although strictly speaking outside his terms of reference, Commissioner Bunning was quick to see the importance of the idea and recommended as follows in his Report to the Minister:

"That the Paddington Area, including West Woollahra, bounded by Ocean Street, Oxford Street, the northern boundary of Moore Park Road, Oatley Road, Oxford Street to the eastern side of the new Barcom-Boundary Road alignment and New South Head Road should be declared a precinct of architectural and historical merit".

He justified the inclusion of West Woollahra as follows:

"I have included the area of West Woollahra in the above because Ocean Street, being on a ridge, represents a

natural geographical boundary and, furthermore, the character of dwellings in this area contained in the triangle formed by Jersey Road, Ocean Street and Oxford Street, is not dissimilar from the character of dwellings in the Paddington area".

- (c) The Minister for Local Government, Mr. P.H. Morton, subsequently agreed with Mr. Bunning's recommendation in principle for Paddington, saying in his Press Statement dated 20th August, 1968:

"Mr. Bunning recommended that the Paddington area be declared a precinct of architectural and historic merit and that future development be in accordance with a development control plan, with commerce and industry limited to defined areas. .... I agree that there are many sections of the Paddington area which have historic architectural interest and which deserve to be retained and rehabilitated with care and skill. . .

"I have decided therefore that the part of Paddington to the west of Jersey Road (with the exception of commercial areas and an area on the southern side of Trumper Park) should be zoned as a Special Residential Area 2(g) in which development will need to conform to development control policies and plans to be prepared by the Woollahra Municipal Council, submitted to the State Planning Authority and approved by me as Minister. .... Until such time as the development control policies and plans are finally approved it is intended that development should generally be confined to dwellings and two storey residential flat buildings".

With regard to the West Woollahra area to the east of Jersey Road, the Minister said that this would be further considered in conjunction with the Municipality of Woollahra Planning Scheme which was then on public exhibition.

- (d) Following the public exhibition of the Woollahra Planning Scheme, the Paddington Society lodged a formal objection dated November 28, 1968, to the zoning of the West Woollahra area, as exhibited, contending that it should be zoned Residential 2(g), the same as Paddington and made part of the area considered as a Special Area of Architectural and Historical Interest (See Appendix D, evidence given at the Woollahra planning scheme enquiry).
- (e) After the transfer of the Paddington area from the City of Sydney to Woollahra Council, the Paddington Society was



invited by Woollahra Council to send representatives to an ad-hoc "Paddington Committee" of Woollahra Council prior to the present Council taking office and several meetings were held.

The idea of Paddington as a Special Area was discussed and several tours of inspection were arranged to show Paddington to Aldermen and Council Officers.

- (f) The Management Committee of the Paddington Society instructed the President at the end of 1968 to form a "Special Area Committee" to prepare an Outline Plan of the sort envisaged by the Minister, to be presented to Woollahra Council as a public service, setting out the views of Paddington citizens, for consideration when the final Development Control Plan is prepared by Council. It was hoped, naturally, that this would speed up the long planning process of eventually getting a plan and regulations to preserve Paddington legally incorporated into the relevant planning schemes.
- (g) It was decided that the investigations and work to be done in preparing an Outline Plan were such that the Committee needed the professional assistance of someone who could devote some considerable part of his time between Committee meetings to advancing the work and preparing material for the Committee to consider, otherwise the preparation of a plan would spread over too long a time span.

The Society agreed to start a fund to pay for this part time assistance and Mr. Terry Dorrough, an architect and resident of Paddington, who has recently completed the second and final year of a full time course at the University of Sydney leading to the degree of Master of Town and Country Planning, agreed to join the Committee in this capacity.

- (h) The Paddington Society 'Special Area' Committee was formed at the beginning of 1969, with the following members, and had its first meeting on February 26, 1969:

<u>Donald Gazzard</u>	(Chairman) FRAIA, ARIBA, Architect, President - Paddington Society (1968-69     1969-70 Sessions).
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<u>Keith Cottier</u>	(Deputy-Chairman) ASTC (Arch.) ARAI, Architect, Member of Paddington Society Management Committee.
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<u>Brian Cassidy</u>	AA (Dipl) ARAIA, Architect
<u>Terry Dorrough</u>	B. Arch. (NSW) ARAIA, Architect
<u>Elias Duek-Cohen</u>	MA (Oxon) B. Arch. (Liverpool) Dip. TP (London) ARAIA, ARIBA, AMTPI, AMTPIC, MAPI, Lecturer in Town Planning, University of NSW.
<u>John Luscombe</u>	B. Arch. (Syd.) ARAIA, Architect.
<u>Charles Moess</u>	LLB, BA (Syd.) Secretary, Postgraduate Committee in Medical Education (University of NSW) Member of Paddington Society Management Committee
<u>Stephen Oquist</u>	B. Sc. CPA (California), Accountant, Member of Paddington Society Management Committee

The Committee is also being assisted by:

<u>George Clarke</u>	MCP (MIT) B. Arch. (Syd.) Dip. TP (London) ARAIA, MTPI, FRAPI, Town Planner and Architect.
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Mr. Clarke is a highly experienced planner who has just completed preparing a very similar plan for the historic Battery Point Area in Hobart, Tasmania for the Hobart City Council.

Mr. Clarke offered to supervise the work in an honorary capacity. This offer was gratefully accepted by the Society.

- (i) The leader of the three Paddington Ward Alderman was invited to join the Special Area Committee to assist in formulating a plan for Paddington. No reply was received.
- (j) The Society wrote to the Chairman of the Woollahra Local Planning Scheme Committee on February 3, 1969 advising him of the action being undertaken by the Society. That letter stated:

"It is our intention to present these documents to Council as the Responsible Authority, when they are completed for

examination, and if thought fit, adoption. We have no wish to abrogate Council's powers in any way but by this responsible citizen action to assist Council with its work".

A reply was received from the Council welcoming the Society's initiative and inviting the President of the Paddington Society to meet at intervals with the Council's Local Planning Scheme Committee to report on the progress of the work and to discuss aspects of the plan as the work proceeded.

Meetings of the Local Planning Scheme Committee were attended by the President on 25th June, 1969, 19th August, 1969, 11th November, 1969 and 8th December, 1969, and a series of Progress Reports were submitted at these meetings outlining the work done and the conclusions reached at that stage.

- (1) The Paddington Society 'Special Area' Committee met regularly throughout 1969 and early 1970 every second Sunday morning.

A Draft Report for submission to Woollahra Council was prepared by May 1970 and approved by the Paddington Society Management Committee in June, 1970.

- (m) In September 1970 the Minister for Local Government Mr. P. H. Morton announced his determination that Jersey Road would not be widened but would be extended through to Queen Street. Areas on the eastern side of Jersey Road were also zoned Residential 2(g) as part of this determination. The printing of this Report was delayed to incorporate these important decisions.





## Chapter 2

### THE AIMS OF THE SPECIAL AREA COMMITTEE

At the initial meeting the aim of the Special Area Committee was defined as follows:

"To formulate development control policies and plans for submission to and, it is hoped, adoption by the Woollahra Municipal Council and the Council of the City of Sydney, intended to preserve and enhance the special qualities of the Paddington Area.

"The scope of these policies and plans would cover the control of all land use and traffic, subdivision, new buildings and rebuilding, renovation and remodelling of existing buildings, and public works in the Special Area".

### The Special Qualities of Paddington

As a preliminary to setting down more specific aims or goals the essential visual characteristics of Paddington were studied. The following statement was made as a guide to later work:

"Paddington as a whole possesses an 'urban' character. The buildings are generally continuous facades of two and three storey terraced houses with steeply pitched roofs and very small setbacks from the street, so that the street becomes an enclosed 'space'. The street pattern is often irregular and complicated, with many delightful townscape incidents. Allotments are small and a large proportion of each allotment is covered by building, so that gardens tend to be small enclosed courtyards. The whole presents a strong contrast both to the typical 'arcadian' suburb and to new areas of tower block flats, e. g. Darling Point.

"Almost all the houses are late 19th Century Victorian style terraces, now approximately 80 to 90 years old. The architectural design generally stresses the projecting party walls and verandahs. In some streets whole rows of houses are identical, while in other streets there is a great variety in design. In all cases, however, the consistency of materials and details unifies the scene, except where entirely unsympathetic modern building has occurred. The materials are either painted, rendered or 'soft' coloured bricks. The cast iron lace and the numerous decorative details give a unique and irreplaceable atmosphere.

"Once every street corner had a corner shop. Many of these are now converted into restaurants, art galleries and boutiques and these, together with the numerous pubs, form an essential part of the Paddington character. In townscape terms these corner buildings, often of contrasting design to the houses, are the most important elements in the street. Also the mixture of uses adds greatly to the amenity and interest of the area for resident and visitor alike.

"It must be stressed that the basis for all our thinking on controls for this area is that what exists is not a slum which must be replaced with modern sanitary housing as soon as possible but that the existing pattern provides a pleasant, healthy and sensible environment for inner city living. Therefore any new regulations must be based on what exists and not on some suburban image of the ideal".

#### Bunning Recommendations for Paddington

In his report following the public enquiry mentioned previously, the Commissioner, Mr. Walter Bunning gave some indication of how he thought the special area should be controlled.

He recommended that: "The Woollahra Municipal Council be the responsible authority for controlling the historical area and that this Council be advised by a Paddington Advisory Committee, comprised of representatives of the Council itself and such bodies as the National Trust of Australia (NSW), the Royal Australian Institute of Architects (NSW Chapter), the Paddington Society and similar bodies. The choice of representatives would not be confined necessarily to residents of the area, but they should be chosen for their wide civic and aesthetic interest. This Committee would advise the Council on all matters pertaining to the precinct".

He also stated that the development control plan to be prepared by the Council "should allow modifications to be made to buildings only to the extent that they will not adversely affect the general character of the area in the visual and social sense", and that "it is envisaged that the Council would initiate proposals for improving the area, giving careful and sympathetic consideration to the urban landscape".

#### Assumptions regarding Boundaries of the 'Special Area'

It was assumed that the area to be studied by the Committee need not be limited to that zoned 2(g) by the Minister. Therefore it was decided to study as wide an area as possible within the following limits shown on Map No. 6:

- (a) The South Paddington area controlled by the Council of the City of Sydney between Oxford Street and Moore Park Road is by virtue of historical association and architectural and townscape character, an integral part of Paddington and should be included. The southern boundary would therefore be Moore Park Road.
- (b) The proposal to widen Jersey Road is unjustified and the West Woollahra area by virtue of similar architectural and townscape character should be included. The Eastern boundary would thus be Ocean Street.
- (c) The future widened Boundary Road is a suitable boundary to the west.
- (d) The area south of Oxford Street and west of the Victoria Barracks should be omitted because it would be almost obliterated by the future expressway and the expansion of the Alexander Mackie College.
- (e) The areas to the north of White City and Trumper Park should be omitted because of the effects of the Eastern Suburbs Railway and the Edgecliff Glebe Redevelopment.

#### Conclusion

In more detail, the aims the Committee wished to see incorporated in the Plan were stated as follows:

- (a) To preserve the Paddington area, as a medium density living area with a minor intermixture of commercial and other uses which add to the amenity and attraction of the area both for residents and visitors.
- (b) To preserve and encourage the restoration of all reasonably sound existing houses and shops - these being almost entirely late 19th Century terrace houses and shops now approximately 80 or 90 years old.
- (c) To ensure that any redevelopment or subdivision of large sites should continue the scale and character the existing pattern of buildings and streets.

11.

- (d) To ensure that any new buildings or alterations and additions to existing structures should conform in scale and character to the existing buildings (though not necessarily in an identical architectural style).
- (e) To preserve and enhance in any other way possible, the special environmental qualities of the Paddington area.

Appendix A (page 36) sets down the general case for "The need for Conservation"

Appendix B (page 40) is an examination of "Approaches to Conservation Controls"





# Chapter 3

## SURVEY

Having decided the limits of the study area and defined the aims and goals of the plan the next step was to survey in detail the whole area in an attempt to decide whether the whole area is of uniform quality and uniformly worthy of preservation or whether there are areas of difference, e.g. areas which are not worthy of preservation or which call for redevelopment of some kind.

## PHYSICAL SURVEYS

After the production and updating of a suitable base map the following information was recorded on separate maps as follows:

(1)

Current Zoning and Road Proposals: Map 1 showing the current zoning and road proposals for the area as shown on the exhibited City and Woollahra Planning Schemes and as determined by the Minister in September, 1970. The zoning of the South Paddington and West Woollahra areas for flats is of particular importance.

(2)

Contours: Map 2\* showing twenty feet contours for the area. The strong natural land form can be clearly seen with a ridge along Oxford Street and a fairly steep slope northward towards the harbour over most of the area. The South Paddington area slopes back to the south and West Woollahra is contained in a slight valley.

(3)

Existing Land Use; Commercial, Industrial and Mixed Uses: Map 3\* showing the commercial and industrial land uses as recorded in site surveys. This map shows the extent of the general commercial and shopping areas (and shows the contrast with the current zoning proposals) the inter-mixture of new uses such as restaurants, art galleries and furniture shops throughout the residential area, and the presence in some parts of the area of a scattering of light industrial uses.

(4)

Building Heights: Map 4\* showing buildings of less than, and more than two storeys (two storeys being the predominant height). This is an attempt to reveal any pattern in the location of buildings of different heights, e.g. taller buildings towards the ridge. However, no particular pattern is discernible. The buildings of different heights are mixed more or less at random throughout the area, although there is a noticeable concentration of single storey houses in the West Woollahra area.

\* Maps Nos. 2, 3, 4 and 5 are included in the large scale Atlas of drawings and have been omitted from the printed report for economy.

(5)

New Buildings, Scale and Character: Map 5\* showing recently constructed buildings (flats and home units) in three groups:

- I Buildings which do not fit into the Paddington townscape because they are too tall for their surroundings, and also (mostly) inappropriate in character (design), materials, (colour, etc.).
- II Buildings which are of reasonable height but are inappropriate in character.
- III Buildings which are of reasonable height and also of a character which is in harmony with the terrace house surroundings.

Again no particular pattern evolves from this map, although some areas are free from offensive structures.

#### Zones Within the Study Area

The conclusion from the surveys was that there are differences within the area, that is, that although all parts of the area are worthy of preservation not all are of equal value architecturally or of 'Paddington character', and therefore the same policies and controls might not necessarily apply uniformly throughout the area.

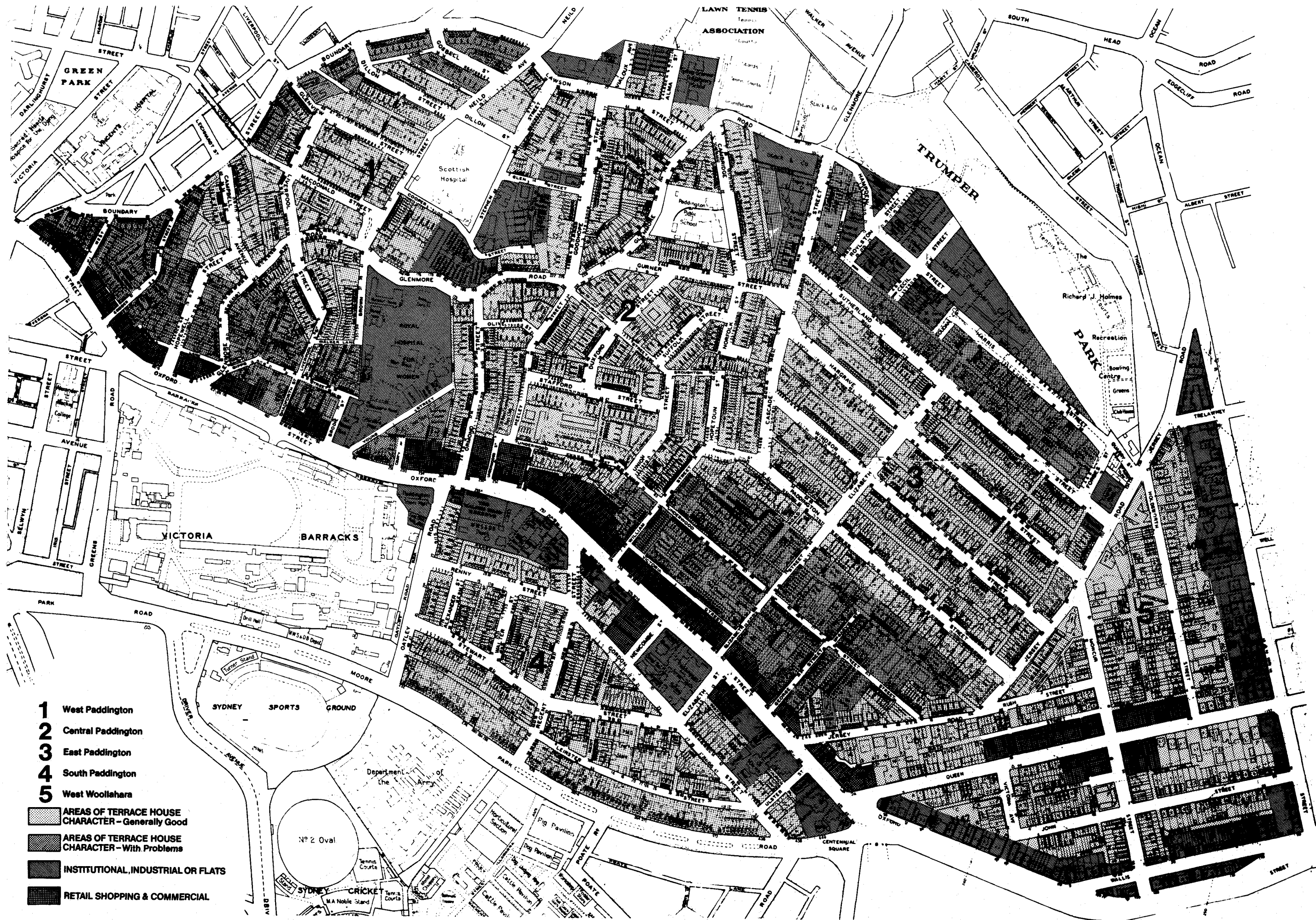
(6)

Map 6 showing the area divided into four different zones, These zones were drawn after considering the previous information and after examination of the following points:

- (a) Condition and quality of buildings, particularly number of renovations.
- (b) Style and character of buildings.
- (c) Size and scale of buildings.
- (d) Size of site and amount of site open space.
- (e) Existing land use.

The zones can be described as follows:-

Zone A: Areas of terrace house character to which strong preservation regulations would definitely apply. These are the 'heart' or 'core' areas of Paddington, characterised by good, sound houses, a high degree of renovation, reasonable sized lots and wide streets. Under present economic conditions, there is little likelihood of major rebuilding in this area and most new buildings are likely to be infilling on odd left over sites.



- 1 West Paddington
  - 2 Central Paddington
  - 3 East Paddington
  - 4 South Paddington
  - 5 West Woollahra
- AREAS OF TERRACE HOUSE CHARACTER - Generally Good
  - AREAS OF TERRACE HOUSE CHARACTER - With Problems
  - INSTITUTIONAL, INDUSTRIAL OR FLATS
  - RETAIL SHOPPING & COMMERCIAL

4 2 0 4 8 12 16 Chains  
200 100 0 200 400 600 800 1000 Feet

## CONCLUSIONS FROM SURVEYS

THE PADDINGTON SOCIETY  
JANUARY 1970



NOTE: This zone itself can be divided into zones which appear to have slightly different characters. Although this is interesting in itself, it is of no particular significance in the work which follows.

Zone B: Areas of terrace house character but with apparent problems - the fringe areas which need closer detail study. The differences are generally smaller houses, numbers of less sound or unsound houses, many with very small lots, some very narrow streets with inadequate parking space, and a noticeable penetration of industrial use.

Zone C: Areas of non terrace house character - either institutional, industrial or flat buildings of different scale and character.

Zone D: Commercial and retail shopping areas considered to be of relatively minor architectural or historic value.

Having surveyed the area and delineated these preliminary zones within the areas, the question then is - what kind of regulations are needed to preserve the selected zones, to what detail should they go and how will they be administered.

### CONCLUSIONS

After reviewing possible controls and regulations and the analysis made of the particular conditions of the Paddington area, the following conclusions were arrived at by the Society:

1. That listing or scheduling of particular buildings was inappropriate and unnecessary.
2. That the best controls and regulations would be normal town planning controls which could be easily comprehended and unambiguously administered by council officers.
3. That a special administrative or advisory panel may not be necessary or workable but that the public exhibition and comment on any major applications for development likely to affect the character of the area would be desirable.

The arguments upon which these decisions were based are:

1. That the area is too large (over 4,000 houses) for minutely detailed controls or for decisions on all applications by an outside committee.
2. That as long as the "pressure for redevelopment can be deflected elsewhere", the great majority of applications will be for small renovations and additions.

3. That there are no individual buildings of such special architectural or historic importance that they deserve singling out from the others (except, that is, for Victoria Barracks and Juniper Hall, both of which are of quite different character and older than the bulk of the terrace houses). Rather it is the general townscape character and the scale and pattern of buildings and streets which it is most important to preserve. Within this pattern a great deal of diversity can exist as long as it is in scale with the remainder.
4. The popularity of the area has forced the price of houses up to such an extent that now only those people who really want to live in a terrace house and 'restore' it can afford to buy houses. People no longer come to Paddington simply because the houses are cheap. This factor should in future ensure proper maintenance of houses and also eliminate many of the worst sort of 'modernisations' which occurred in the past.
5. The special conservation area came about as the result of a democratic movement from within the area by home owners themselves. As long as the main threat of demolition and completely alien redevelopment is removed, it seems unreasonable to restrict the future changing tastes of these people with a minutely detailed set of regulations or a committee of review.
6. Woollahra Council was strongly in favour of a simple set of regulations similar to their existing codes and also opposed any special outside committees of review. The Paddington Society, while agreeing that controls are best embodied as part of the Planning Scheme Ordinance, hopes that Council's attitude to Committees will not preclude informal consultation with the Society on any applications that appear to be contentious.

# Chapter 4

## THE PRESERVATION ZONE - PROPOSED REGULATIONS

At the conclusion of the surveys the study area had been provisionally divided into four different zones A, B, C and D, each of which might perhaps have had different planning controls.

On further study, it was decided that this was an unnecessary complication not justified by the differences between zones and an expanded 'Preservation Zone' was drawn (See map 7 ) taking in Zones, A, B and C. One set of controls for Zones A and B (terrace house character) would make administration easier and avoid anomalies. It is hoped that any future change in Zone C (non terrace house character) could be of a kind that would bring it closer in character to the other zones.

### Preservation Zone Controls

After analysis of the survey information and the possible regulations and controls, it was decided that the kind of controls necessary for the preservation zone were:

- (a) Regulations to prevent demolition of sound existing houses. (It is recognised that there are a small number of houses too far gone to preserve).
- (b) Regulations to permit rebuilding of dilapidated houses, if desired, or those destroyed by fire, etc. and to allow new houses to be built on any small vacant sites.
- (c) Regulations to allow and encourage redevelopment of larger sites such as old factories with new housing of the right scale and character.
- (d) Regulations to control to a reasonable degree the appearance of new houses and renovations to existing houses.
- (e) Regulations to allow the continuation of certain mixed land uses within the residential area but prohibit undesirable industrial or commercial uses.

An examination in detail of each of these points follows:

#### a. Regulations to prevent demolition

can be framed so that demolition of sound terrace houses and

replacement with a new building becomes an uneconomic proposition, i. e. by limiting floor space, height, etc. of new buildings to the same as or less than existing.

Under the City Council codes which applied to the area until 1968 residential flat buildings with a plot ratio of up to 2 : 1 were allowed on a 4,000 sq. ft. min. site. The result of this was that after the area began to show signs of regeneration and renewed popularity, most of the odd sites which were larger than usual and vacant, or with some very small or dilapidated buildings on them, were soon redeveloped with buildings which were quite out of scale and character to the terrace houses around. In time all the terraces must also have been threatened with redevelopment if these regulations had continued.

At the time the Minister for Local Government announced the creation of a 'special area' in Paddington, he placed interim controls on the area which were stringent enough to prevent any development until a proper development control plan was formulated. These controls limit any development in the 2(g) zone to houses and residential flat buildings with a maximum height of 2 storeys and a plot ratio of 1:1.

The current Woollahra Council codes if applied to the area, would allow a plot ratio of 1.15:1 and would therefore be a little more lenient than the interim controls.

An analysis of a number of terrace houses in the area showed that in the majority of cases the plot ratio varied between 0.9:1 and 1.1:1. It therefore seems reasonable to continue with the interim control figure of 1:1 for new buildings. This would allow a 1,500 sq. ft. house to be built on a typical 15 ft. x 100 ft. lot. This plot ratio figure need not necessarily be applied in the case of renovations to existing buildings.

b. Regulations to allow rebuilding and filling in of small unused sites

- (i) No minimum site size should be set for single terrace houses.

The typical terrace house site is approximately 1,500 sq. ft. in area, although some sites are much smaller, many being around 1,000 sq. ft. and some as small as 500 sq. ft.

For most of this century, town planning regulations have



been attempting to eliminate small sites such as this. The suburban ideal is a minimum of 5,000 to 6,000 sq.ft. However, a little rational reflection will reveal a strange double standard at work when in the same street a single house is required to have at least 3,000 sq.ft. of garden, while a flat has no useable garden at all. If one compares a terrace house with a flat or home unit, it is apparent that the terrace house with its own garden, be it ever so small, has many advantages. That many people think this way is clearly demonstrated by the number of very small houses which have been lovingly 'restored' in Paddington.

Therefore the proposal is that the minimum practical size of a site should be governed by the Ordinance 71 requirement of 500 sq.ft. minimum of open space per dwelling.

Under Ordinance 71, Clause 46, a Council must approve an application to build on a site of 1500 sq.ft. or more if subdivided before 1942, and it may, by resolution, approve new houses or replacement of existing houses on sites of less than 1,500 sq.ft.

- (ii) Building lines and set backs: All buildings to extend right to side boundaries (no setbacks). Front setback or building line to be minimal, at least no more than neighbouring houses. Rear - no setback stipulated.

It is most important that within the preservation zones, true terrace houses are allowed to be built. The 3 ft. setback from side boundaries which is normal in suburban locations is completely wrong for Paddington for two reasons. Gaps between houses destroy the continuity of the street facade, which is such an important part of the 'urban' character. But more importantly, 3 ft. taken off each side or even one side, would render the majority of sites unbuildable on.

The same is true of the 'building line'. This must not be an arbitrary restriction but should vary with the circumstances which, in some cases, will dictate building right to the street boundary to conform to a row of similar buildings.

- (iii) Car parking - generally one car parking space minimum for a new house. However, in a case where there is no side or rear lane access, a garage or carport on the street facade might unduly mar the appearance of the and in such cases the carparking provision should be waived.



c. Regulations to encourage development of the right kind on larger sites

- (i) It has been decided that the only certain way to achieve redevelopment of the right scale and character is to prohibit any new flat buildings. Therefore only single family terrace houses and town houses would be allowed in the preservation zones.
- (ii) If we consider that a reasonable size for a terrace house site is around 1,500 sq. ft., then there are a number of potential sites in Paddington, such as old factory sites, which could clearly take more than one house. If the terrace house scale is to be maintained, then some regulations to allow groups of houses on these sites is necessary.

The Woollahra Council code at present stipulates a minimum site size of 10,000 sq. ft. for a group of town houses. A scale is proposed starting at 3,000 sq. ft. for two townhouses and an additional 1,500 sq. ft. for each successive house up to 10,500 sq. ft. over which size any number permitted, depending upon design and site conditions.

d. Regulations to control appearance

This is by far the most difficult aspect to regulate. Not only is it difficult to decide how to control appearance, but it is difficult to decide to what detail controls should go.

There is obviously a wide divergence of opinion about appearance, even amongst members of the Paddington Society. Some of these people have a sincere love of Victorian style architecture and a dislike for all things 'modern' in design. Others, including the architect members of the special area committee, prefer modern, but like Paddington because of its convenience, its 'urbaneness' and its sense of community. Also, many of those who profess a love for the 'old' are entirely ignorant of architectural style, as can be seen by the numerous 'colonial restorations' of the late Victorian houses, which would make the architectural historian or purist shudder.

The conflict between the demands of an historic restoration and those of making a modern usable building, particularly a house for today's family life, have been pointed out by Professor Freeland. He says: "It is impossible to reconcile

the two requirements successfully. While it is possible, merely by avoiding the incongruous, to make an old building attractive and at the same time retain much of the character and atmosphere of an earlier age, the result should not be supposed to be an historic restoration - it is a renovation and a romantic one at that'.

With these points in mind the conclusion, as previously stated was that a fair amount of freedom should be given to individual taste, because the area is large enough to take the resultant diversity as long as the scale and pattern of building is consistent.

The aim, then, is to preserve this scale without forcing a fake 'old world' character onto new buildings. With existing houses there must be a complete ban on closing in the whole front (top and bottom) of a house, and strong discouragement for closing in upper floor verandahs, a practice so common in the past. It would also be desirable to place restrictions on the use of certain materials, such as red texture brick, which are grossly out of character with the existing materials.

#### e. Land Use Regulations

The preservation zones should be declared a special living area zone for terrace houses and town houses. No new flat buildings allowed.

Conversion of existing houses to flats may be allowable as long as present street facade is not affected. All buildings now in some commercial use; and those unused but of a commercial nature, may continue or change to other suitable uses, e. g. art galleries, book-shops, boutiques, coffee shops, restaurants, craftsmen's studios, professional offices, etc.

Home occupation and domestic industries allowed subject to usual controls.

No new industrial use allowed. Existing industries to be removed as soon as possible unless they can conform to stringent performance standards regarding noise, vibration, smoke emission, etc.

SCHEDULE OF PROPOSED REGULATIONS

LAND USE	SUBDIVISION AND SITE SIZE
<p><u>PRESERVATION ZONE</u></p> <p>Residential - Terrace houses and town houses</p> <p>+ home occupations and domestic industry</p> <p>+ existing commercial buildings may continue commercial use or change to other suitable commercial use</p>	<p>Minimum site size:</p> <p>'pre-existing' - any size</p> <p>new subdivision - 1,500 sq.ft.</p> <p>Town houses - 3,000 sq.ft. for 2, add 1,500 sq.ft. for each additional house up to 10,500 sq.ft.</p>
<p><u>NEIGHBOURHOOD BUSINESS REDEVELOPMENT ZONE</u></p> <p>As existing ordinance except -</p> <p>Omit service stations</p> <p>Limit shop or business size to 5,000 sq.ft. maximum</p>	
<p><u>RESIDENTIAL REDEVELOPMENT ZONE</u></p> <p>Residential - Flats and Town Houses</p> <p>- ratio of bedsit/ 1 bed and 2 bed flats</p> <p>- serviced flats allowed.</p>	<p>Minimum 10,000 sq.ft. for redevelopment</p>

SCHEDULE OF PROPOSED REGULATIONS (Cont'd)

PLOT RATIO	SITE COVERAGE	SETBACKS	HEIGHT	CAR PARKING	OTHER
<u>PRESERVATION ZONE</u>					
1:1 for new buildings	500 sq. ft. minimum open space per house (Ord. 71)	Sides - none	2 floors (attics allowed)	1 per house if side or rear lane	<u>Ban</u> closing in existing verandahs.
1.15 to 1 for renovations to existing buildings		Front - as neighbours rear -	3 floors in special circumstances		<u>Ban</u> red texture brick.
<u>NEIGHBOURHOOD BUSINESS REDEVELOPMENT ZONE</u> (Oxford Street / Elizabeth Street / William Street Block)					
2:1 in the commercial block	100%	None	45 ft. maximum	Council to provide public carpark.	
bonus for arcade 2 x arcade area	Add - balcony or roof terrace space for each flat - 75 sq. ft. per bed - room				
<u>RESIDENTIAL REDEVELOPMENT ZONE</u>					
2:1 for sites above 10,000 sq. ft.	100% Add - balcony or roof terrace space for each flat - 75 sq. ft. per bedroom.	As control section	As control section	per bedroom - all car-parking under cover.	



## Chapter 5

### THE BUSINESS REDEVELOPMENT ZONE AND THE REMAINDER OF THE OXFORD STREET STRIP

The existing land use shows an almost continuous strip of commercial and retail shopping uses along Oxford Street from Taylors Square to Queen Street and, after a small break, continuing along Queen Street almost to Ocean Street. This strip is also shown as Zone D on map G.

The zoning proposals which have been current for some years now (see map 1 ), envisage the whole strip concentrated into three areas, one in Queen Street, West Woollahra, and other two in Oxford Street, one near Glenmore Road and the other between William and Elizabeth Streets. These two areas, zoned Neighbourhood Business Redevelopment, have been specifically omitted from the Paddington "Special Area" declared by the Minister. However, the remainder of the shopping and commercial strip along Oxford Street, undeniably of dubious 'architectural and historic merit', is within the 'Special Area'.

The present zoning proposal embodies the conventional planning wisdom of the time. But is it the right answer? Is it capable of fulfilment? And what should happen to the areas left over?

#### Survey and Data Collection

To help answer this problem some more specific surveys were carried out along Oxford Street from Barcom Avenue to Queen Street, and data on ownership and valuations collected from the Council rate books. The Queen Street area was not surveyed in detail, as its zoning appears far less contentious than the other two areas.

The unimproved value of each property was divided by the frontage to given a 'front foot value' which can be regarded as a measure of location preference. The results have been plotted on a graph (drawing No. 8 ).

The pattern of ownerships was investigated to see how many properties were individually owned and how many in groups together, also what proportion were owner occupied and what proportion were rented.



In a survey the shop type was recorded for each shop and an attempt was made to give a subjective estimate of the condition, and therefore probable turnover and profitability of each. Vacant shops were also noted.

Finally an approximate estimate of retail floor areas was made.

### The Main Shopping Area: Ormond Street to Queen Street

#### Present Situation

The main Oxford Street shopping area runs continuously from Ormond Street to Queen Street. It is typical of many old shopping strips in Sydney, a hangover from the days of trams. It is however, unusual in that the shops are almost entirely on one side of the road (the north side).

The strip is far too long to be walked comfortably. It is south facing, cold and draughty in winter and generally unattractive.

There is a need for more car parking, although this need is not necessarily very great. It is most noticeable on a weekday afternoon when Oxford Street is a 'clearway'. In discussions with the local Chamber of Commerce great emphasis was laid by them on the need for parking. It is to the lack of parking that they attribute their declining fortunes rather than to the unattractiveness of the shopping area and the competition from much larger nearby centres, such as Bondi Junction, Double Bay and the City.

Because of the length of the strip the shop types tend to repeat themselves. There is an area of overlap in the centre, the William Street to Elizabeth Street Block, where the largest shops with the greatest turnover tend to occur (e.g. Coles Variety and two supermarkets). Towards each end there is a visible decline in shop condition and a number of empty shops.

The graph of the front foot values bears this out. There is a steady rise in value from each end to a plateau on the William Street-Elizabeth Street block.

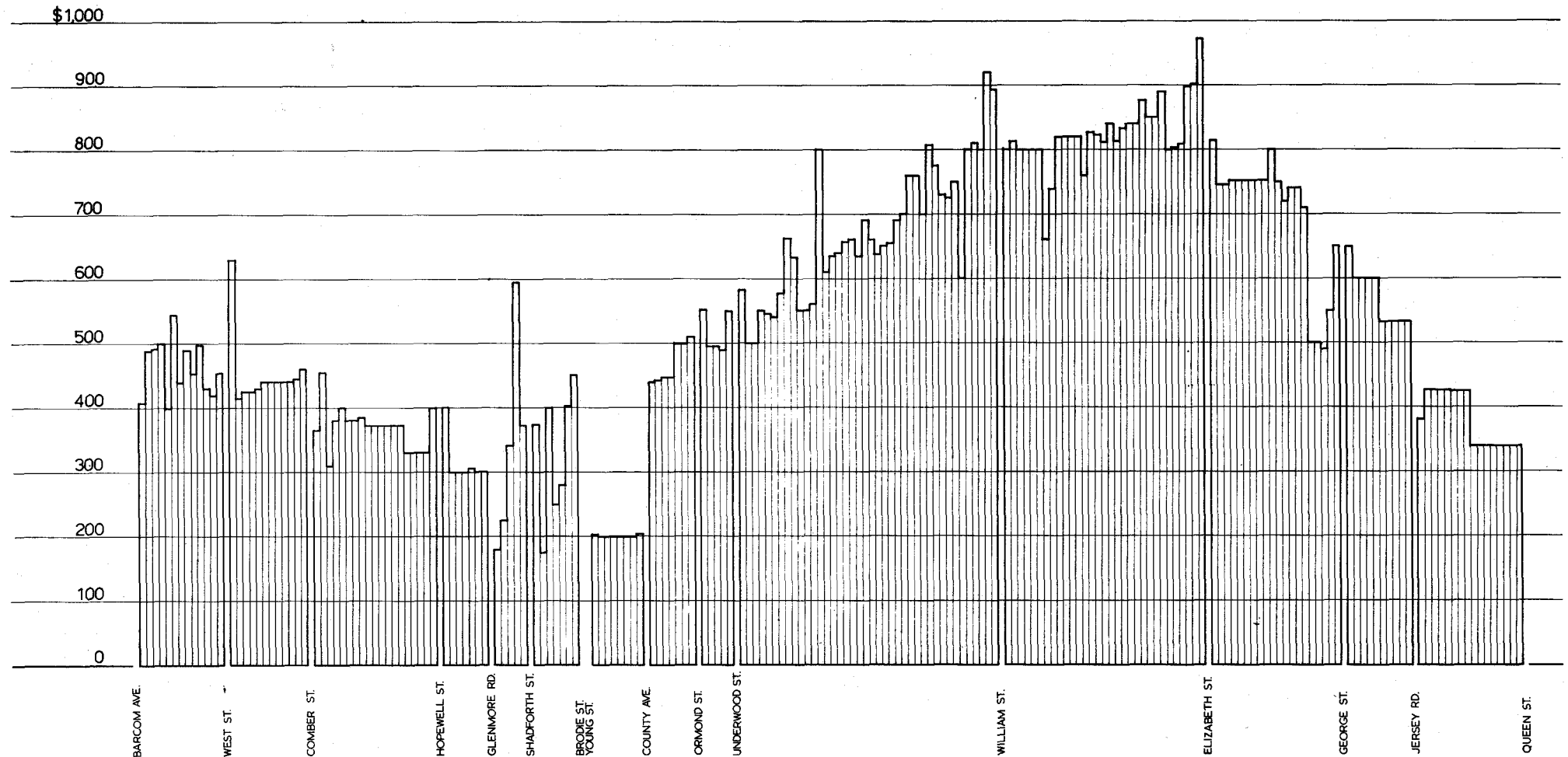
The majority of the shops are individually owned and owner-occupied. The sites are long and narrow. To amalgamate any reasonable sized site for redevelopment would be very difficult.

The long shopping strip has one advantage. It brings some of the shops within closer walking distance of more people than a small compact centre would.

'FRONT FOOT' VALUE = UNIMPROVED CAPITAL VALUE DIVIDED BY FRONTAGE IN FEET.

1968 VALUES.

NOTE: VALUES NOT ADJUSTED FOR DEPTH



**'FRONT FOOT' VALUES FOR OXFORD ST.  
SHOPPING STRIP**

**THE PADDINGTON SOCIETY  
JANUARY 1970**

### Probable Future

It seems certain that Oxford Street, Paddington will always remain a local neighbourhood convenience shopping centre because of:

- (a) Closeness to the large centres of Bondi Junction, Double Bay and, of course, the city.
- (b) Decline in population of Paddington, rather than increase, with residential rehabilitation.
- (c) More affluent and more mobile population who will prefer the larger centres with greater choice for other than food and convenience goods.

However, for certain speciality shops, art galleries and restaurants, Paddington has a Sydney-wide trade area. If these types of shops were more concentrated, they may bring many more visitors in the future.

### Alternatives

Several alternative ideas were examined for the shopping strip. There was the possibility that the zoning may be amended so as to conform more or less to the existing pattern. Then the whole shopping strip would be regarded as part of the 'Special Area' and the owners encouraged to brighten up the street and restore the shop buildings.

Alternatively, the zoning of the whole strip could be amended to allow high rise flats above commercial premises. Redevelopment could then occur whenever conditions were right.

Both of these proposals mean spreading any redevelopment over a large area and the results would not necessarily correct the faults of the existing situation.

The third alternative is to accept the current zoning and plan for redevelopment into a more concentrated centre.

### A Compact Centre

Because of the points made above about the future of the centre it is reasonable to predict that the shopping area will, in future, need less space than it now occupies. The number of vacant and marginal shops already demonstrates this. The centre would be more efficient if it were more compact instead of the present long linear strip, particularly if it were provided with some

centrally located car parking. Therefore the zoning proposal to limit the business area to the block William Street, Elizabeth Street, Underwood Street, was accepted. It is hoped, with Council participation in building a car park, that redevelopment can be persuaded to occur in this compact area.

With some redevelopment, more efficient use of space and acceptance of current standards of shop size, etc, calculations show that all the main retail uses will fit in the Oxford Street, Victoria Street block between William and Elizabeth Streets. (See calculations on page 30)

### Car Parking

Because of the density of the area, many people are close enough to walk to the shops, rather than drive and park. As a consequence of this factor, and because the shopping pattern is of a purely local nature, the need for extra parking over that provided by surrounding streets, is limited.

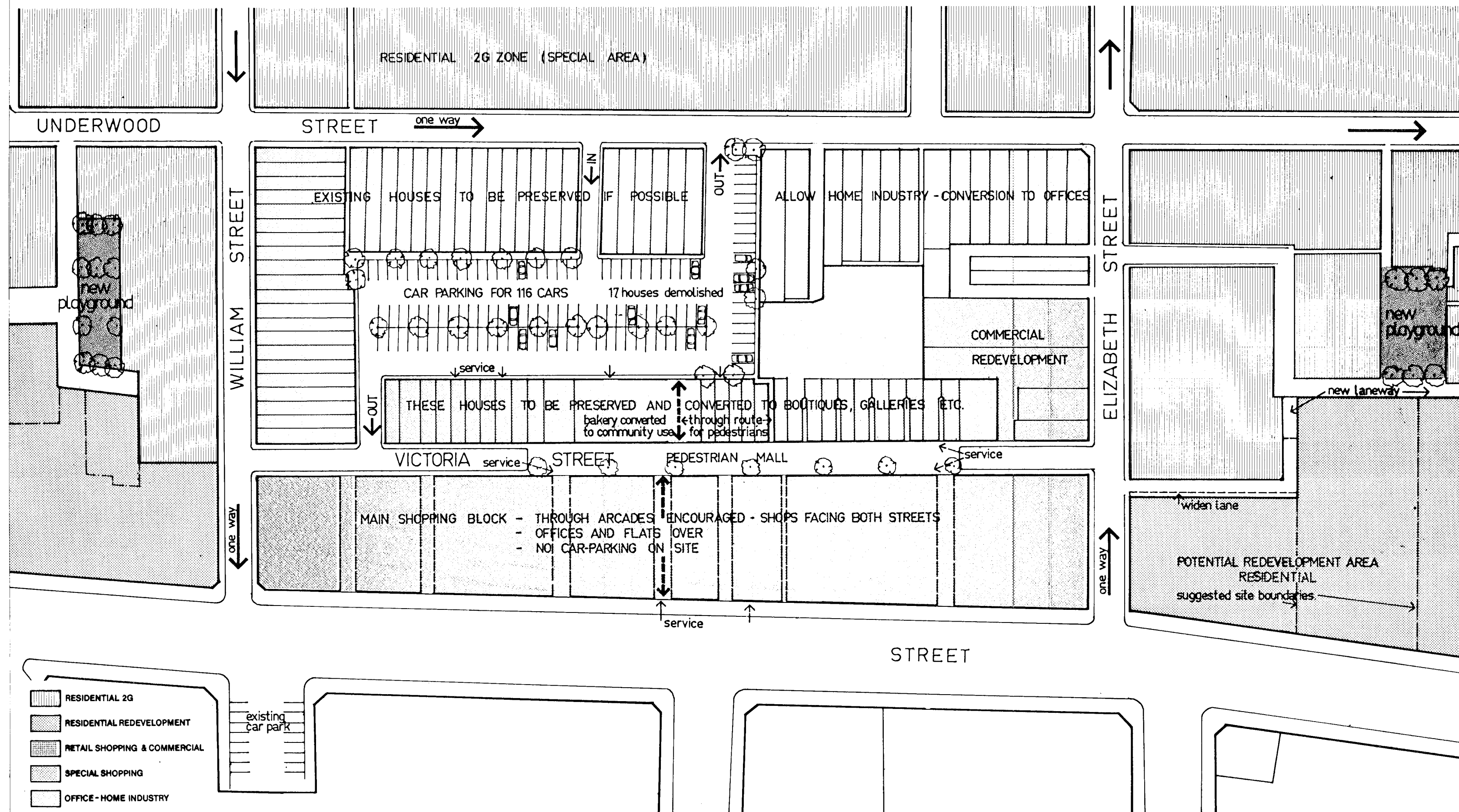
As a matter of principle, any car parking should occur within the Business Zone and not in the surrounding 2(g) preservation zone, where a carpark would, of necessity, destroy some houses.

Car parking areas should be in scale with the area and preferably contained within the centre of the block and not exposed to the surrounding streets as has happened, for example, at Bondi Junction.

Locating the carparking area within the centre of the Business Redevelopment Zone would also make the parking more central to all shops. It is essential, of course, that there be good connections between car park and shops.

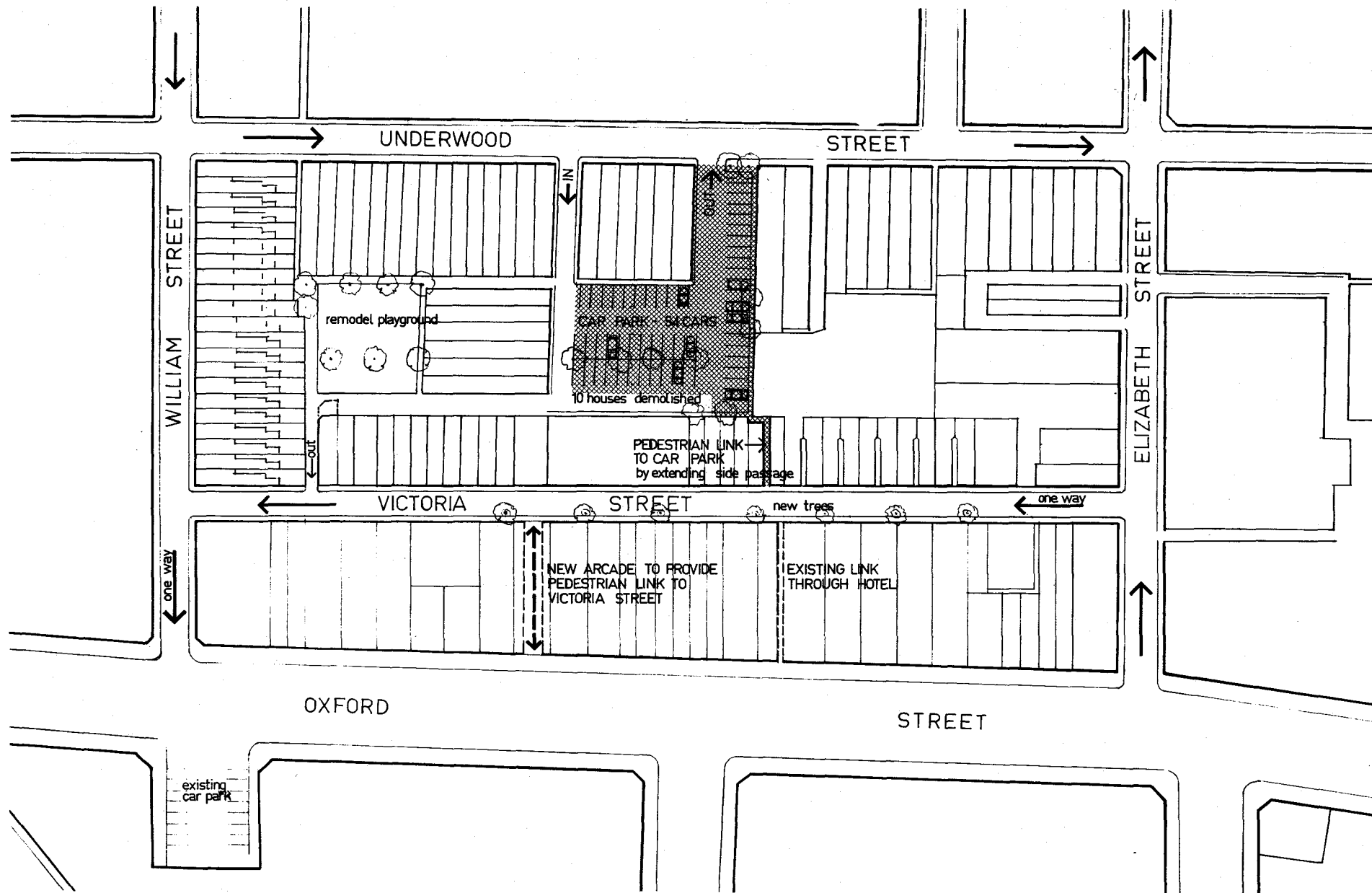
Therefore it is proposed that a car park be built in several stages in the centre of this block, as shown on drawings Nos. 9 and 10. The first stage requires the acquisition and demolition of two houses in Underwood Street and eight small houses in Victoria Place. This would provide parking for 54 cars. The Improved Capital Value of these 10 properties is approximately \$88,000. An existing passage between two houses will give access to Victoria Street by extending the passage across the backyard of one house.

In time, by the acquisition and demolition of another six small houses in Victoria Place, plus the area presently occupied by a derelict playground, the parking area could be increased to provide parking for 116 cars.



PLAN FOR NEIGHBOURHOOD BUSINESS REDEVELOPMENT ZONE  
FINAL STAGE





**PLAN FOR NEIGHBOURHOOD BUSINESS REDEVELOPMENT  
ZONE - FIRST STAGE**

**THE PADDINGTON SOCIETY  
JANUARY 1970**

Locations for alternative playgrounds have been made in the residential blocks to the east and west of the Business Zone.

It is hoped that by the time the carpark is enlarged to its full size, some more connections could be made to Victoria Street, possibly through the ground floor of the existing Bakery, which may have changed its use by then.

### Redevelopment

Victoria Street, which has been undergoing a transformation since the establishment of the Bonython Art Gallery, is the key to the scheme. If the shops facing Oxford Street can be persuaded to redevelop by building new shops at the back and by turning inwards into arcades and spaces that would join Oxford Street to Victoria Street and thence to the parking area, then a safe, attractive, intimate neighbourhood shopping area becomes a possibility.

The cross section (drawing No. 11) shows the type of multi-level, multi-use that is envisaged for the block between Oxford and Victoria Streets.

The small houses on the north side of Victoria Street, if preserved, will convert into excellent small galleries, boutiques, coffee shops, etc. as has already happened to several of them. It is hoped that the Bakery, which is now too large an industry for the area, may be encouraged to move out by preventing any alterations or expansion. The Bakery building could then easily be converted for some community use such as small theatre and club rooms or library. It would be an excellent site for such a scheme. The retention of the old buildings down one side of Victoria Street would impart a suitable character for the shopping centre in an 'historic area' and the close juxtaposition of galleries and tourist attractions with the everyday retail shops would undoubtedly benefit both.

### Pedestrian Mall

To complete the scheme, it is suggested that as redevelopment progresses, part of Victoria Street may be closed to vehicular traffic and turned into a paved pedestrian mall with trees, outdoor cafes, etc. The perspectives show a before and after vision of what this could be like.

### Remainder of the Block

The remaining houses in the block (facing William and Underwood

Streets) are mostly good sound houses and it is assumed that they will be preserved but gradually change from residential use to home industries, professional consulting rooms, offices, etc.

### Regulations

To encourage the redevelopment of the retail area, a plot ratio for mixed development of 2:1 is suggested, with a bonus plot ratio if through arcades and pedestrian spaces are provided.

The remainder of the business zone would have a plot ratio of 1:1 (which would be slightly less than the average existing ratio) to encourage retention of the houses. It is recommended that service stations be dropped from the permissible uses allowed in Schedule 2 of the Planning Ordinance, and that other uses, particularly of the manufacturing kind such as bread, cake and pastry manufacture, be given a size limit. Uses such as these are quite acceptable when they are small as an adjunct to a retail shop. They are unacceptable when they grow into industries to service a city wide market, as Schledere's and Ward's Bakeries do.

### Traffic Circulation

The narrow streets around the area make some improvement in the circulation system quite important. The proposal shown on the drawings for a one-way street system around this block, is part of a longstanding suggestion by the Paddington Society.

### The Secondary Shopping Area - Barcom Avenue to Glenmore Road

The secondary Oxford Street shopping area runs from Barcom Avenue at the western end of the Special Area, to Glenmore Road. It is really a continuation of the shopping strip which runs eastwards from Taylor Square.

This area is definitely of less importance than the William Street, Elizabeth Street area discussed previously. It has a smaller trade area and far fewer shops, particularly key ones such as super-markets. It suffers from most of the faults of the other area but to a less degree. In the future it is likely to become even less important. Its trade area will shrink due to the future loss of houses with the construction of the Moore Park Expressway, the widened Boundary Street and the extension of St. Vincent's Hospital.

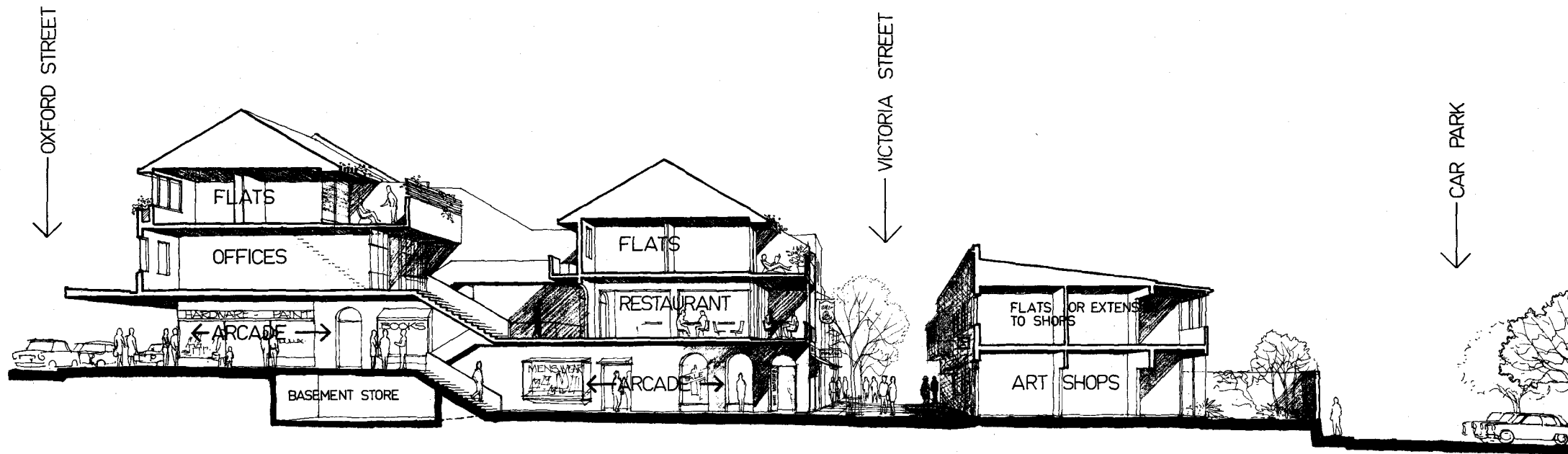
Because of these points, the Business Redevelopment Zone presently shown on the City Planning Scheme, concentrated at Hopewell Street, Oxford Street, Glenmore Road, seems arbitrary in size and shape. Any redevelopment such as this is quite unlikely, due to the changed circumstances of the area. If this redevelopment ever did occur, it



Victoria Street as it is now. A rather untidy back street.



Victoria Street as it could be. New arcades and shops on the left, the existing terraces preserved as art galleries and boutiques on the right, and the central part of the street paved over and closed to traffic.



PERSPECTIVE SECTION LOOKING WEST



would leave behind a rather narrow and undesirable strip along Oxford Street, which would have very little potential for any form of residential development.

The proposal is therefore that this Zone should be amended, so as to conform more closely with the existing shopping area, and that the houses in Hopewell Street should be returned to Residential Zoning and included in the 2(g) Special Area

#### The Five Ways Shopping Centre

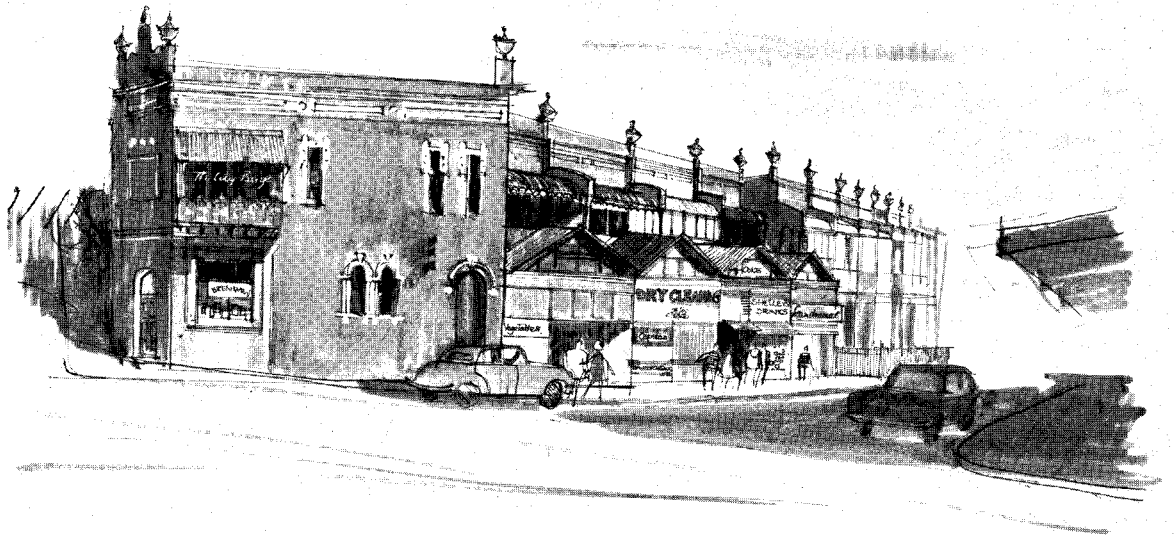
Drawing No. 7 shows a proposed revision of the Neighbourhood Business Zone concentrated on Five Ways to conform more closely to the present pattern of shops. This pattern appears quite adequate for any future needs of this area. The zoning as presently shown, unnecessarily includes a number of dwelling houses, while at the same time it does not include a number of existing commercial premises. It does not appear that the changes in any way affect the efficiency or convenience of the area. They imply complete redevelopment, which is certainly inappropriate for the centre of the conservation area.

There is a separate committee of the Society working with the local shopkeepers in this area to improve the appearance of the shops and the amenity of the centre.

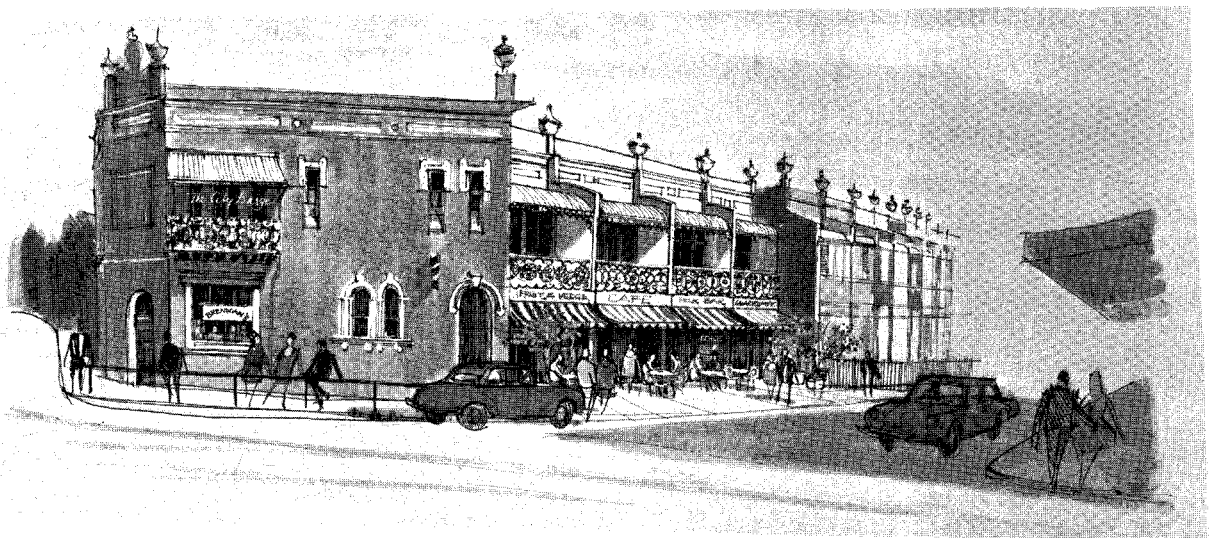
Already a great improvement has been made with the restoration of 229 Glenmore Road and the Royal Hotel.

The two perspectives show a suggestion to alter the shops along the south side of Glenmore Road and to provide a small outdoor cafe space in front of them. This is the kind of small scale improvement which would be most appropriate for the area.

Plan No. 12 show proposals to increase footpath space for pedestrians in Five Ways by resuming unnecessary roadway. An extra pedestrian crossing opposite the lower bus stop is badly needed. Several bad accidents have already occurred in this area.



Some of the shops at Five Ways as they are now.



The same shops as they could be with the additions removed and the pavement enlarged and used as an outdoor café.



CALCULATIONS OF RETAIL SHOPPING AREA -  
EXISTING AND REQUIRED

Estimate of existing retail floor space along Oxford Street,  
 between Ormond Street and Queen Street.

BLOCK	FRONTAGE LESS 5% FOR WALLS, ETC.	DEPTH ESTIMATE AVE.	AREA IN BLOCK SQ.FT.
Ormond - Underwood	95'	50'	4,750
Underwood - Perry	140'	50'	7,000
Perry - William	535'	40'	21,400
William - Elizabeth	630'	50'	31,500
Elizabeth - George	325'	30'	9,750
George - Jersey	160'	25'	4,000
Jersey - Queen	125'	25'	3,125
TOTAL			81,525

Subtract from total space occupied ) = 230' frontage by say  
 by vacant shops, professional con- ) 30' depth ave.  
 sulting rooms, and other offices ) = 6,900 sq.ft.  
 which may be on upper floors in )  
 redevelopment )

Therefore Total to be accommodated = 74,625 sq.ft.

CALCULATIONS OF RETAIL SHOPPING AREA -  
EXISTING AND REQUIRED (Cont'd)

Area in William/Elizabeth/Victoria/Oxford  
 Street block (excluding walls) = 63,000 sq.ft.

Take out area for arcades, stairs, etc.  
 say 60 x 100 = 6,000 sq.ft.

57,000 sq.ft.

Add extra area gained in split level  
 section say 250' x 30' depth = 7,500 sq.ft.

Therefore total likely retail floor area = 64,500 sq.ft.

Assume that in redevelopment typical shop area reduced by  
 20% due to modern layout and higher rents, then total area  
 to be accommodated is reduced to 81,525 sq.ft. minus 16,305  
 sq.ft. = 65,220 sq.ft.

65,220 approximately equal to 64,500, therefore shops would  
 fit into one block.

## THE REMAINDER OF THE OXFORD STREET STRIP

We are now faced with the problem of what to do with the remainder of the retail shopping strip facing Oxford Street, which is not included in the Neighbourhood Business Zones. Special consideration is necessary if change is to be encouraged in these areas, with consequent change leading to the redevelopment of the Business Zone.

At present these blocks are all zoned Residential 2(g), i. e. part of the 'special area'. However, as previously stated, these shop buildings are not necessarily worthy of preservation, particularly if this would prevent the revitalisation and redevelopment of the shopping areas in a more concentrated form as shown. The shop buildings are not suitable for conversion to housing and new building is very unlikely under the 'Special Area' plot ratio of 1:1. (The plot ratio of the existing building is generally slightly in excess of this ratio).

### Residential Redevelopment Zone

Therefore a special residential redevelopment zone is proposed within the Preservations Areas, with a plot ratio bonus to encourage amalgamation of sites and redevelopment. A maximum plot ratio of 2:1 is suggested for sites in excess of 10,000 sq. ft. in area. The extent of this Redevelopment Zone is shown on drawing 7.

### Control Section

The overall form of the buildings, which replace the existing shops, is regarded as of great importance.

Therefore, a building envelope section has been drawn (see drawing No. 13 ) to fit the sort of development which it is thought would be most desirable. It is suggested that new buildings would not have to fit exactly to the control envelope but would have to fit within it and this would give considerable freedom to the designer but still achieve the most desirable form.

The building envelope suggested aims to satisfy the following conditions:

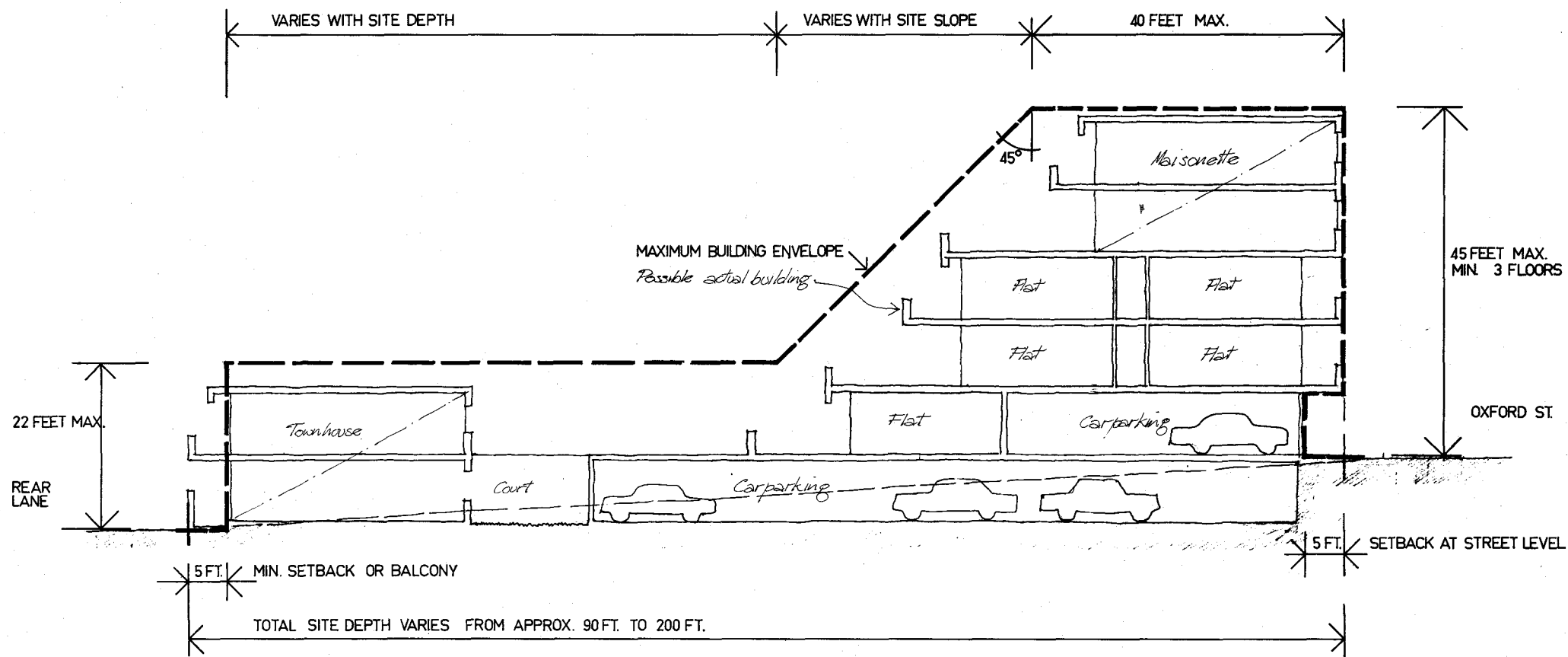
- (a) Keep heights of new buildings fronting the northern side of Oxford Street fairly uniform and approximately the same as the tallest buildings there at present.
- (b) Keep this new facade close to the street and more or less



continuous for the full length, (see previous statements on the Paddington townscape character).

- (c) Break down the height at the rear of these blocks to a height similar to that of the existing terrace houses which they would adjoin.

It is proposed that new buildings would contain a mixture of flats and town houses of various sizes. 100% site coverage would be allowed, provided balcony or roof terraces made up the loss of open space at ground level (see notes on drawing 13 ). Adequate car parking must, of course, be provided in any new development.



MINIMUM SITE SIZE FOR REDEVELOPMENT - 10,000 SQ.FT.  
 ALL CARPARKING UNDER COVER  
 EACH FLAT TO HAVE MIN. 75 SQ.FT. BALCONY OR ROOF TERRACE OR GARDEN SPACE PER BED ROOM  
 BUILDING MAY EXTEND FULL WIDTH OF SITE  
 MAXIMUM PLOT RATIO EXCLUDING CARPARKING & BALCONIES - 2:1

## TRAFFIC AND PEDESTRIAN CIRCULATION, PEDESTRIAN SQUARES AND PLAYGROUNDS, AND TOWNSCAPE IMPROVEMENTS.

It was originally intended that this plan should have covered in detail all the above aspects. However, as the work involved has grown larger and taken longer than envisaged, it was realised that the most vital part was the development control plan and regulations; and that official acceptance and approval of these should not be complicated or held up because of other less vital matters. Thus, the plan as presented only touches on these other aspects where they are particularly pertinent, e.g. the one-way street system and the partial closure of Victoria Street in the Main Shopping Area plan.

Considerable work, however, has been done on all these aspects right from the formation of the Paddington Society and is still continuing. As it has been done by separate committees from time to time, it has reached different stages of progress and fulfilment. Some of this work is briefly described below.

### Traffic Circulation

It is the contention of the Society that the existing rather complicated, and in parts narrow, street system is an important part of the Paddington character and adds greatly to the charm and interest of the area. It is also important in achieving the desirable goal of discouraging through traffic and slowing down traffic generally. Therefore, any attempts to 'improve' traffic conditions by widening, straightening or making new roads within the area, are strongly opposed.

However, it is agreed that if certain streets were made one-way only, then the safety of vehicles and pedestrians would be enhanced, because of the narrow footpaths and roadways and the number of 'blind' corners.

So far Elizabeth and William Streets, the main entry and exit streets to Oxford Street, and the lower part of Broughton Street near Five Ways are the only parts of the Society's one way street recommendations that have been implemented.

A number of new halt signs have also been installed at the instigation of the Society at dangerous intersections.

### Pedestrian Circulation

The principal aim is to encourage more pedestrian traffic, both for residents and visitors, and give pedestrians precedence over vehicles. There already exists a very extensive pedestrian network (apart from the normal footpaths along roads) of back lanes and small alleys originally used for night soil collection. Every effort should be made

to clean up and improve these places, because they often provide convenient and interesting short cuts. In some places the pedestrian needs more room and footpaths could be widened (such as at Five Ways and at Paddington Square) and streets closed (e. g. Victoria Street). In other places new pedestrian connections are needed (e. g. to proposed carparks).

### Pedestrian Squares

Considerable work was done on pedestrian squares by the committee which prepared the Paddington Society's objections to the City of Sydney Planning Scheme, submitted in April, 1965. A number of schemes were proposed at this time and several of these schemes are included as examples.

The Society urges the Woollahra Council and the City Council to carry out these schemes.

### Playgrounds

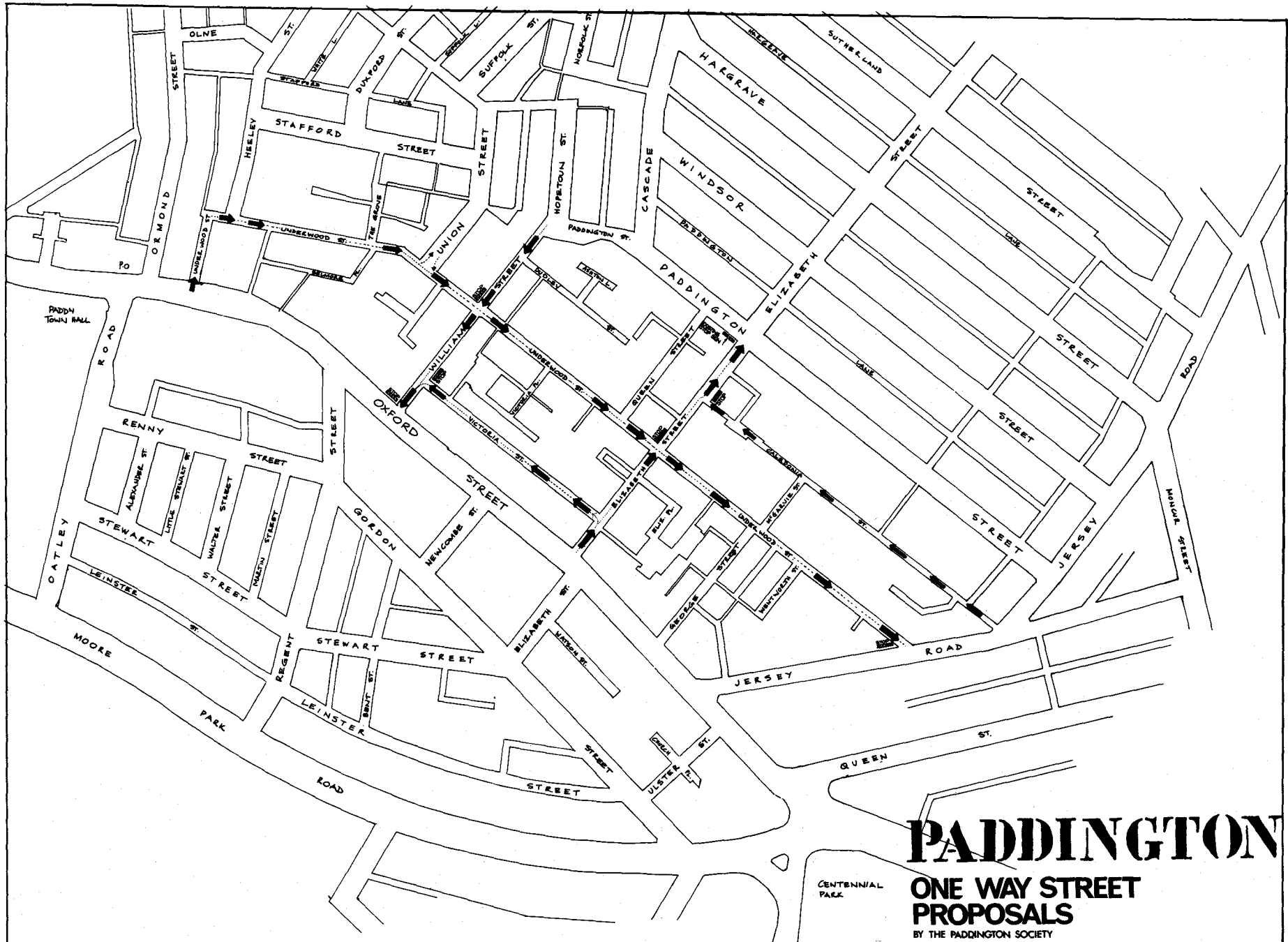
The Society has continually urged the Councils responsible to provide more and better playgrounds. A survey in 1965 showed most of Paddington to be woefully inadequate by any standards in the provision of playgrounds, and conditions have not changed since. Recently, however, some more sympathetic work by the Woollahra Council staff promises an improvement.

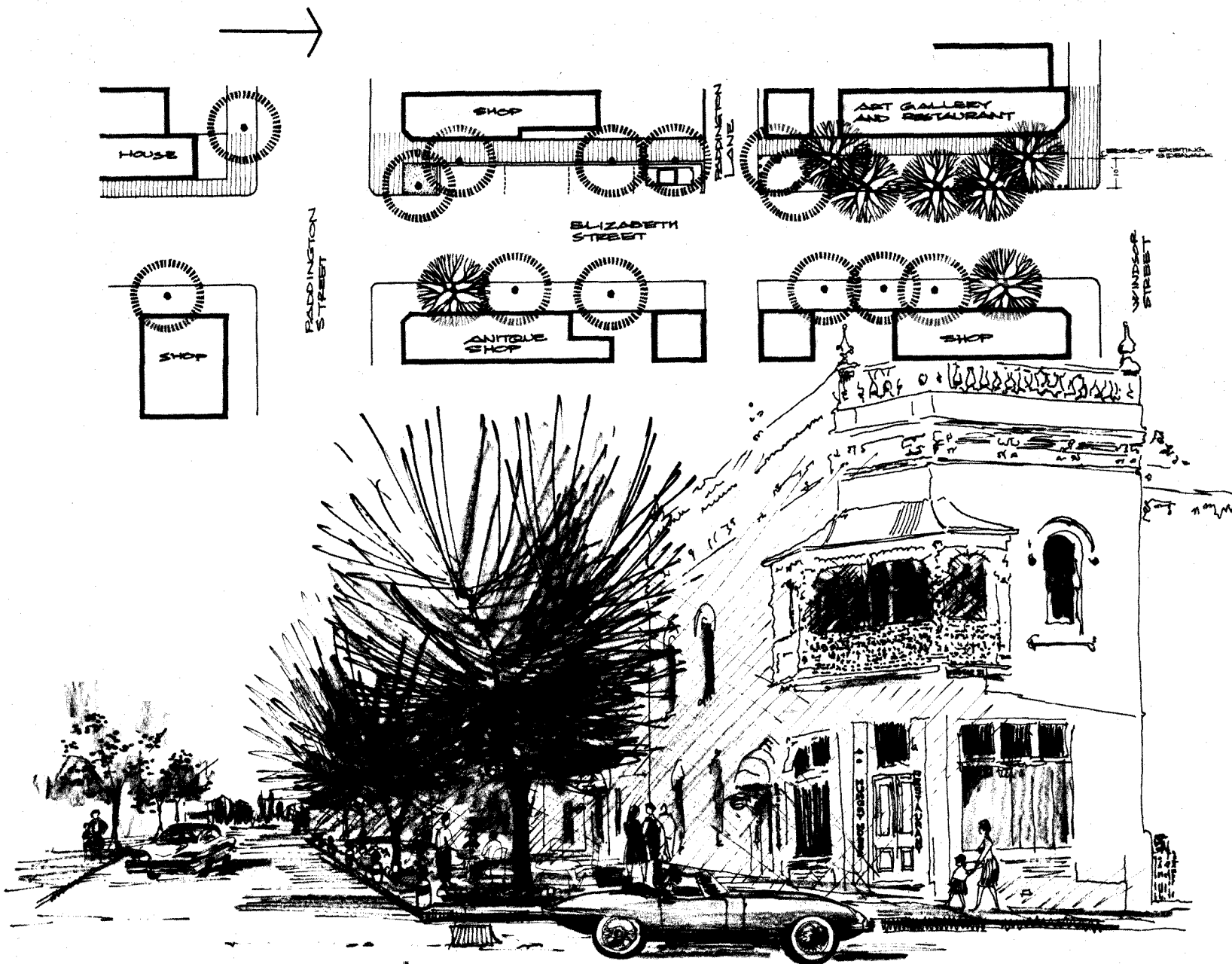
### Townscape Improvements

Policies include:

- (a) Provision of more trees, both generally in streets and to cover particular ugly buildings and views.
- (b) Removal of unnecessary advertising etc., particularly hoardings.
- (c) Eventual undergrounding of all electricity supply and removal of poles and wires; and
- (d) Co-ordination of efforts of individual shopkeepers and the Council to improve the appearance of shopping areas.

Progress has been made in particular with tree planting. Hundreds of new street trees have recently been provided by the Woollahra Council. Woollahra Council have also been instrumental in removing objectionable advertising hoardings in Paddington.

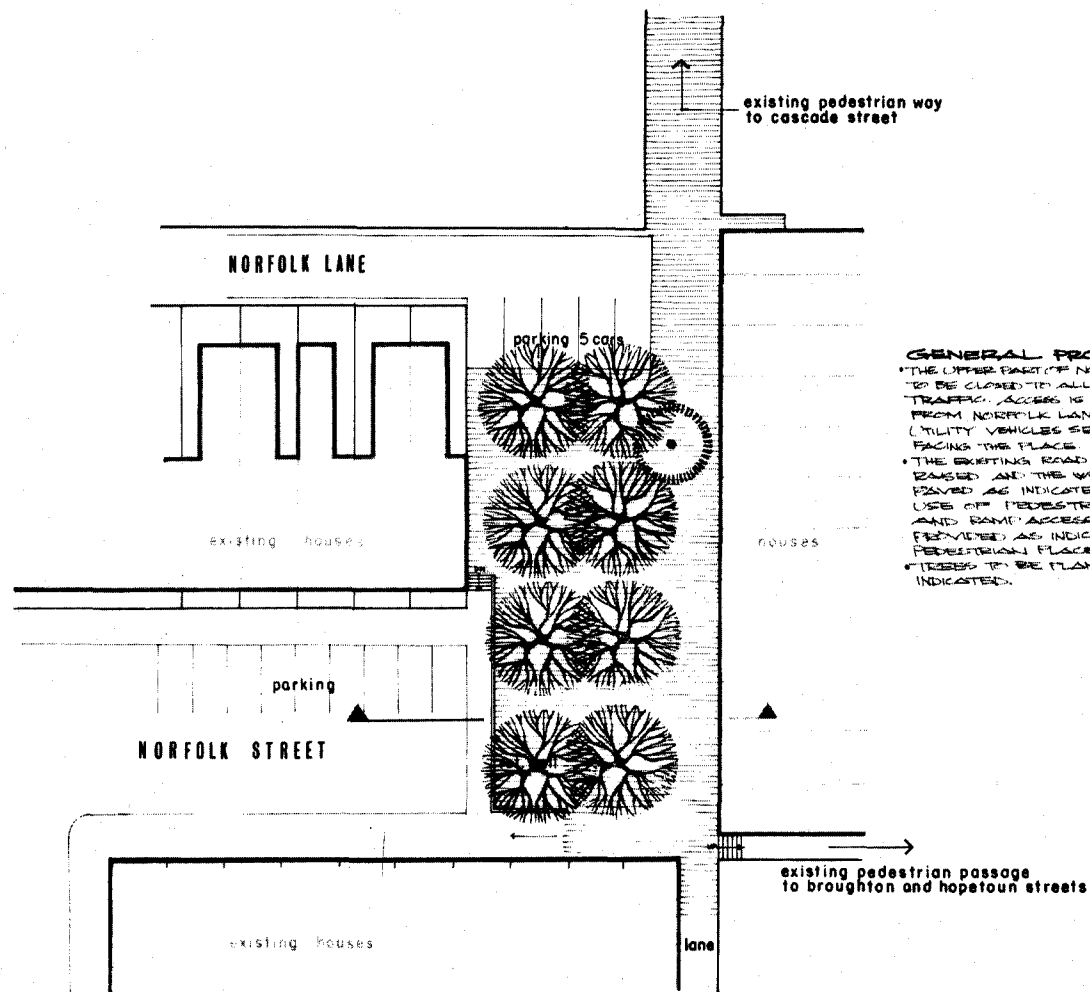




#### GENERAL PROPOSALS

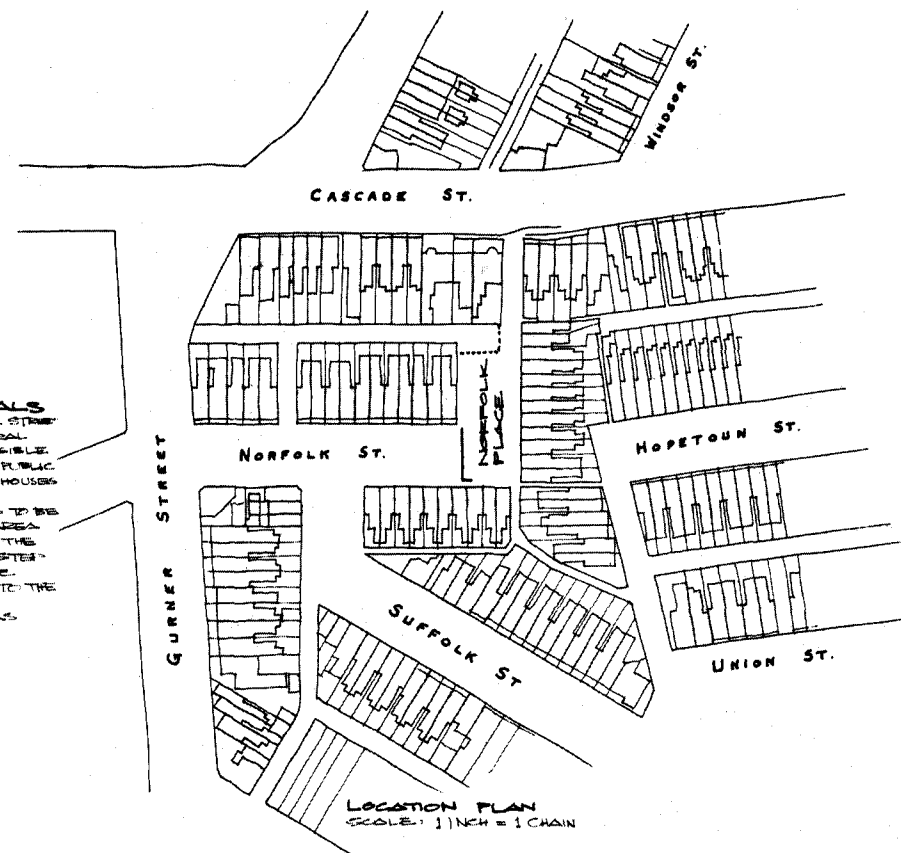
- THE SIDEWALK ON THE WEST SIDE OF ELIZABETH STREET BETWEEN PADDINGTON LANE AND WINDSOR STREET TO BE WIDENED BY APPROX. 10 FEET TO ALLOW FOR A PEDESTRIAN SPACE. PARKING TO BE PROVIDED AS INDICATED ON ELIZABETH STREET BETWEEN PADDINGTON STREET AND PADDINGTON LANE.
- THE PEDESTRIAN SPACE TO BE PAVED TO PROVIDE AN AREA FOR PUBLIC USE. THE SPACE COULD BE LEASED DURING SUMMER FOR USE AS A SIDEWALK CAFE.
- TREES TO BE PLANTED AS INDICATED.

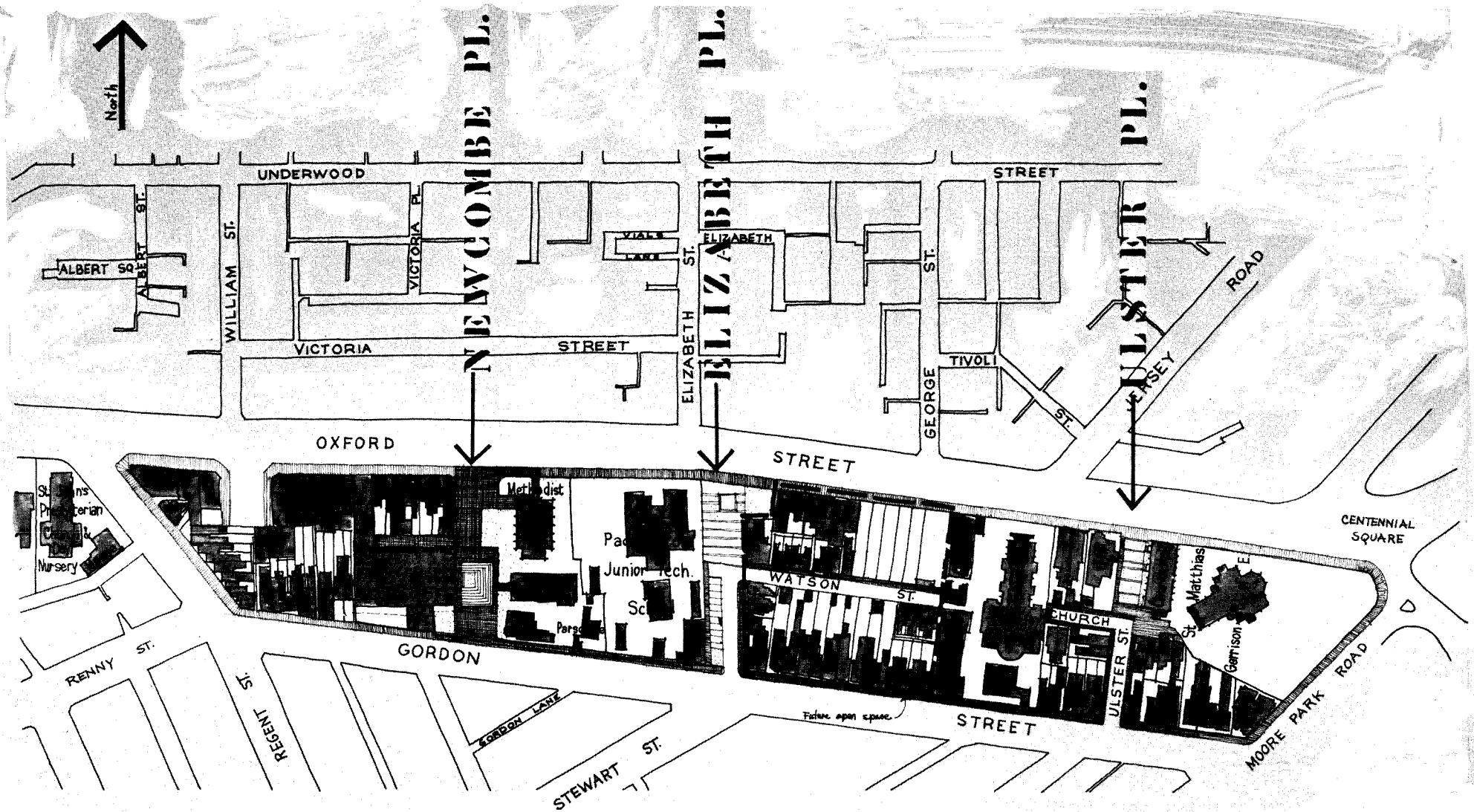




**GENERAL PROPOSALS**

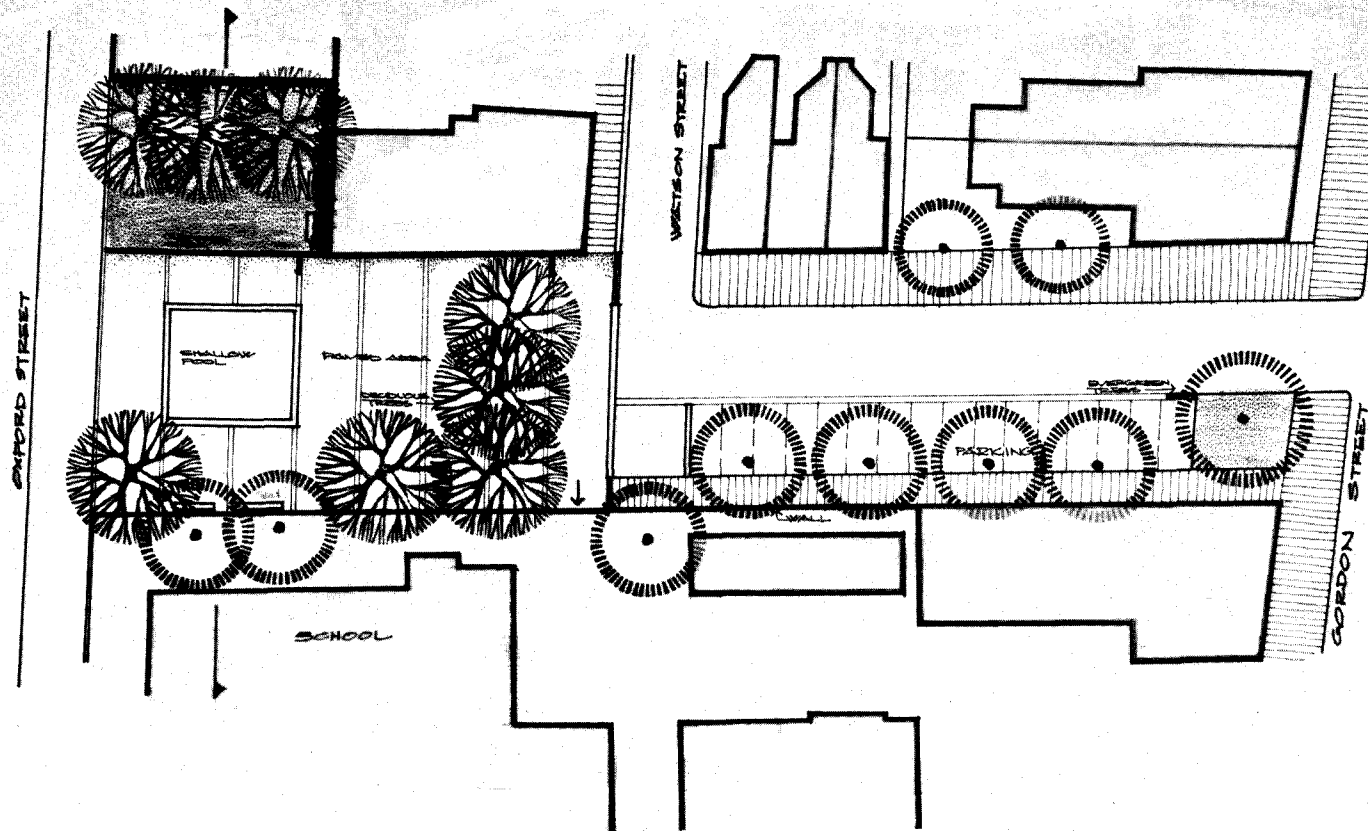
- THE UPPER PART OF NORFOLK STREET TO BE CLOSED TO ALL GENERAL TRAFFIC. ACCESS IS PERMISSIBLE FROM NORFOLK LANE FOR PUBLIC UTILITY VEHICLES SERVING HOUSES FACING THE PLACE.
- THE EXISTING ROAD LEVELS TO BE RAISED AND THE WHOLE AREA RAISED AS INDICATED FOR THE USE OF PEDESTRIANS. STEPS AND RAMP ACCESS TO BE PROVIDED AS INDICATED TO THE PEDESTRIAN PLACE.
- TREES TO BE PLANTED AS INDICATED.





# **PADDINGTON SOCIETY PROPOSED SPECIAL USES AREA**

PREPARED BY MEMBERS OF THE ARCHITECTURE & PLANNING COMMITTEE APRIL 1965.



#### GENERAL PROPOSALS

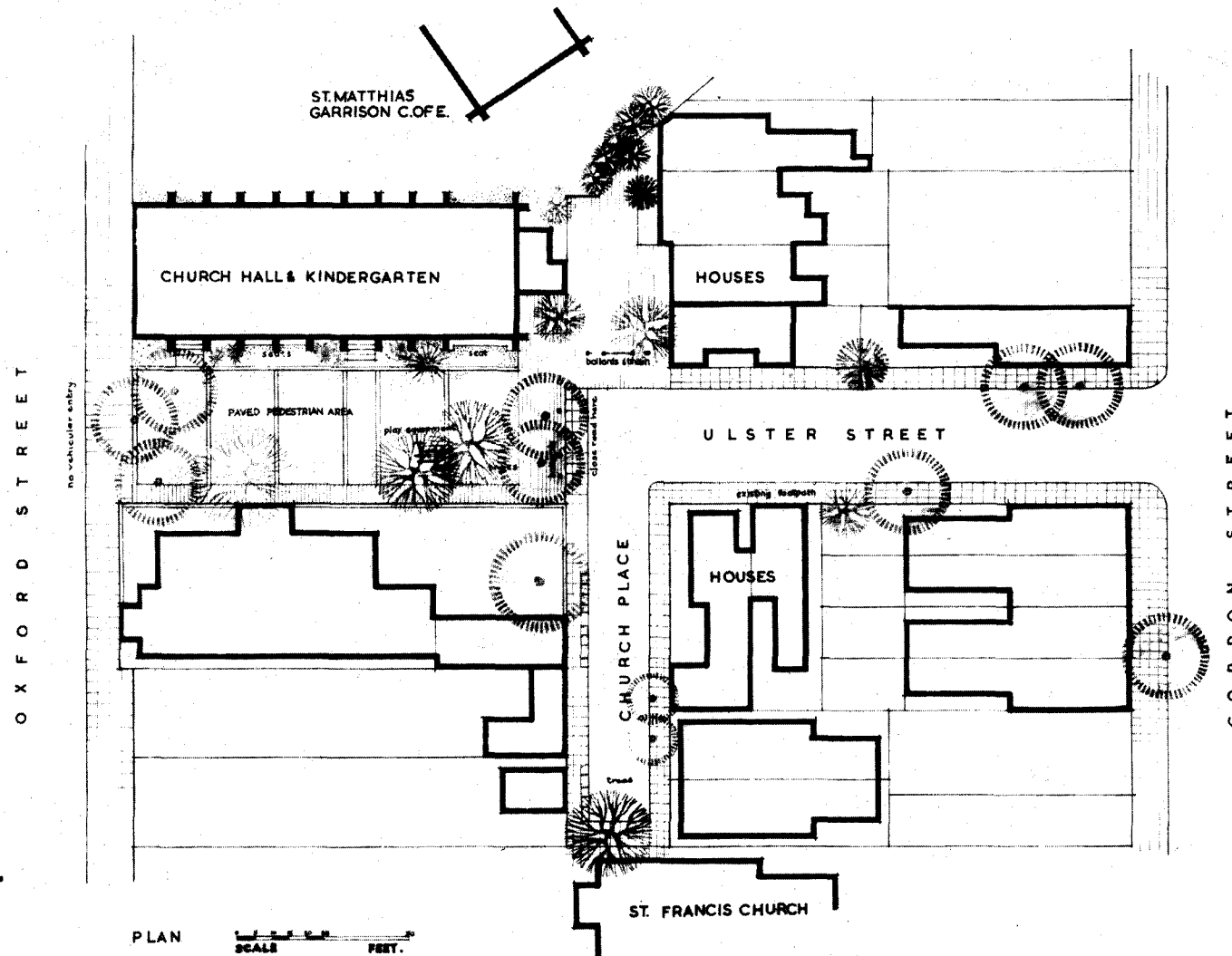
- ELIZABETH STREET TO BE CLOSED TO ALL GENERAL AND THROUGH VEHICULAR TRAFFIC BETWEEN OXFORD STREET AND WATSON STREET. ELIZABETH STREET TO BE NARROWED BETWEEN WATSON STREET AND GORDON STREET TO PROVIDE PARKING AS INDICATED.
- THE EXISTING ROAD LEVELS BETWEEN OXFORD STREET AND WATSON STREET TO BE RAISED AND THE WHOLE AREA PAVED OR GRASSED AS INDICATED.
- A SHALLOW POOL TO BE CONSTRUCTED IN THE PEDESTRIAN PLACE. CHILDREN SHOULD BE ALLOWED TO USE THE POOL FOR SAILING MODEL BOATS ETC.
- THE EXISTING SMALL RESERVE FRONTING OXFORD STREET SHOULD BE SLIGHTLY ALTERED SO AS TO BE IN CHARACTER WITH THE REST OF THE DESIGN.
- TREES, SHRUBS AND VINES TO BE PLANTED AS INDICATED.



SECTION LOOKING SOUTH

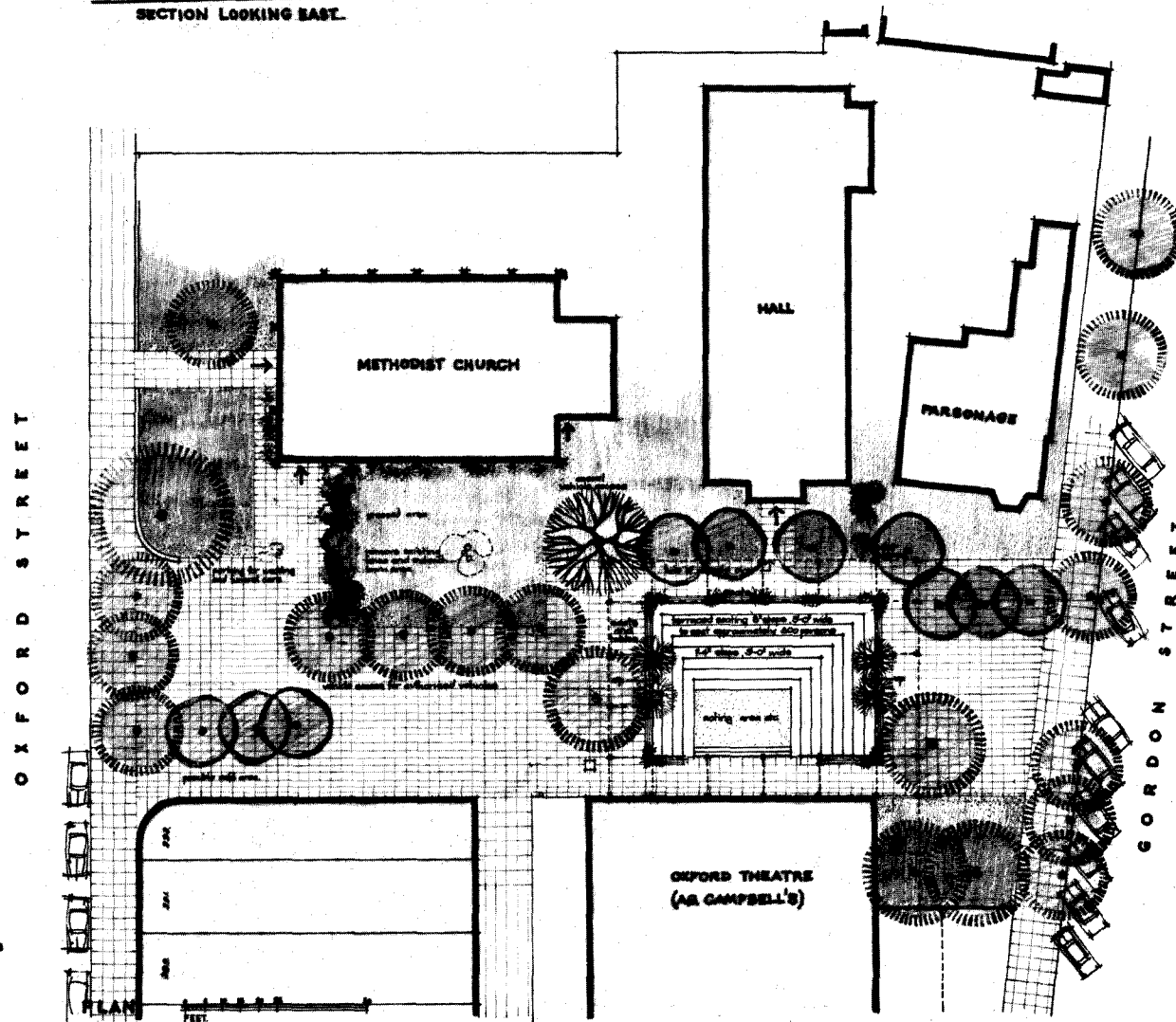
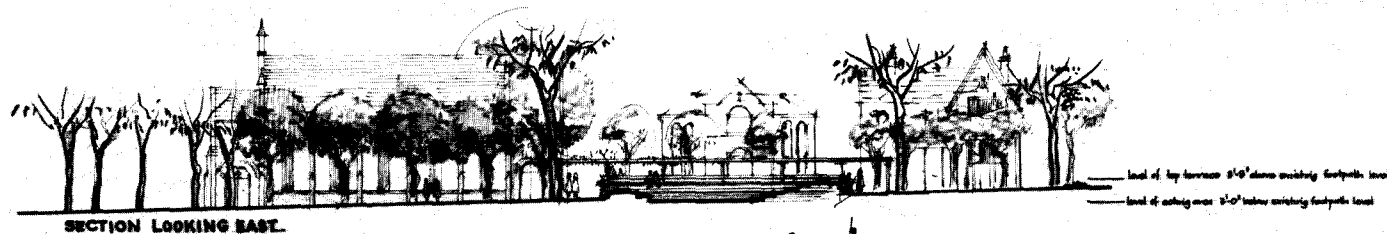


SECTION LOOKING EAST



#### GENERAL PROPOSALS:

- ULSTER ST. IS TO BE CLOSED TO VEHICULAR TRAFFIC BETWEEN CHURCH PLACE AND OXFORD ST., AND EXCEPT TO SPECIAL VEHICLES THE EAST END OF OXFORD STREET
- THE EXISTING ROAD LEVELS TO BE RAISED IN THESE AREAS AND THE WHOLE PAVED FOR THE USE OF PEDESTRIANS
- BOLLARDS ARE TO PROVIDE A POSITIVE BARRIER TO VEHICLES AT THE CLOSED END OF ULSTER ST. ACCESS IF NECESSARY TO THE ST. MATTHIAS CHURCH GROUNDS IS PERMISSIBLE BY REMOVING CHAINS BETWEEN WIDER SPACED BOLLARDS
- THE EXISTING FOOTPATH IS TO BE CONTINUED ACROSS THE CLOSED END ALONG OXFORD ST.
- TREES AND SHRUBS TO BE PLANTED AS INDICATED
- SEATS TO BE PROVIDED IN SOME BAYS AGAINST THE CHURCH HALL AND UNDER TREES
- SOME CHILDREN'S PLAY EQUIPMENT TO BE INSTALLED FOR KINDERGARTEN AND GENERAL USE



#### GENERAL PROPOSALS

- NEWCOMBE ST. TO BE CLOSED TO ALL GENERAL AND THROUGH VEHICULAR TRAFFIC BETWEEN OXFORD ST. AND GORDON ST. ACCESS IS PERMISSIBLE FOR VEHICLES TO THE CHURCH, FOR WEDDINGS ETC., THE HALL AND PARSONAGE AND TO THE LANE BEHIND THE SHOPS FACING OXFORD ST.
- THE EXISTING ROAD LEVELS TO BE RAISED AND THE WHOLE AREA PAVED OR GRASSED AS INDICATED FOR THE USE OF PEDESTRIANS
- A SUNKEN STEPPED AREA TO BE BUILT FOR USE AS SIMPLE AMPHITHEATRE SUITABLE FOR OUTDOOR CONCERTS (FOLK, JAZZ ETC.), PLAYS, FILMS, MEETINGS, DISCUSSIONS ETC. BLANK WALL TO ACT AS SCREEN AND SOUND REFLECTION; THE PERIPHERY TO BE SHELTERED BY A VINE-COVERED PERGOLA. THIS WOULD PROVIDE GENERAL SHELTER FOR OLD PEOPLE, EXHIBITION AREAS ETC.
- TREES TO BE PLANTED AS INDICATED, SEATS PROVIDED.

# Appendix A

## THE NEED FOR CONSERVATION

The one general theme stressed over and over again in arguments for conservation, is the importance of retaining the old amongst the new to provide a sense of the continuity of history for the citizen, a knowledge, of, and a feeling for, the cultural roots of the community.<sup>1</sup>

"Australians have so little of the built past to remind them of their history that these buildings and areas of value remaining should be kept as a guide by which to judge the present and determine the future. If they go, the opportunity will be lost forever to see and feel a greatness as it existed. History will exist only in books. A living and vital city or town will always retain some examples of its past. If we let progress take its toll, we not only lose part of our visual inheritance, we somehow put a low value on man himself".<sup>2</sup>

From this it could be argued that Paddington, because of its unique site and remarkable unity of environment, is the best area we have to preserve. The spontaneous rehabilitation of the area by such a highly discriminating section of the city population, is a direct indication of this. Professor Bernard Smith says: "What we are witnessing, I believe, is the emergence of an increasingly urban society in the inner suburbs of Sydney, one which finds a sense of recreation and refreshment, not so much in the home garden and in nature, which the suburban resident looks to, but in the historic fabric of the city itself as expressed in its older buildings .....For such people the raw newness of inner-city multi-unit development does not provide an acceptable alternative" and he concludes that: "The emergence of this type of urban sensibility is of the first importance for Sydney, for it can succeed in connecting the present and the past, and provide a community with a sense of continuity and direction".<sup>3</sup>

### Paddington a Social Asset

The growth of this new integrated community in Paddington may also be an important social asset to Sydney. Walter Bunning said "the city gains by having close to its centre a community containing a cross section of people, some with an intellectual and artistic bias, living in an environment where ideas can be cross-fertilised, which has an identity of its own, almost a village character. London gains from its Chelsea, Paris from its Left Bank and New York from its Greenwich Village. Sydney is fortunate in being the only city in Australia which has this large area with the identity and character necessary for this sophisticated form of urban living".<sup>4</sup>

### Increase in Housing Choice

On another level the rehabilitation of Paddington has made an important social contribution by increasing the housing choice. John Roseth says "Before the 1960's only very few types of



dwellingings were available to the average income Sydney family. A flat was the only alternative to a suburban cottage, and even a number of available flats was limited .....The rehabilitation of the Paddington terrace - not only in physical terms but also in terms of prestige - added a new dwelling form to this still narrow choice".<sup>5</sup>

It has also exerted an influence in encouraging a number of small experiments in medium density housing forms around Sydney. Its conservation in the future will ensure a continuation of this influence and it will remain as a valuable lesson of the viability of the medium density pattern of development for whole suburbs.

#### A Visual Enrichment to Sydney

There is no doubt that Paddington's rehabilitation has significantly enriched the city's visual character and interest. If it is retained as a unified area it will become even more significant as other terrace house areas disappear under further waves of redevelopment. It will remain a pocket of difference which will form a very important part of Sydney's "legibility and imageability".<sup>6</sup> Apart from this metropolitan context, Paddington itself contains within a uniform overall style, a great variety and richness in sub styles and townscape compositions. Professor Bernard Smith has said that "Paddington is a superb example of natural morphology in urban growth in a century which can show few major examples of 'natural planning; of high aesthetic quality'",<sup>3</sup> and he believes it may be the finest surviving example of late 19th Century terrace development anywhere in the world. It could be argued that redevelopment should be allowed to continue naturally and that this will further enrich the variety of the visual scene. However, as is clear from a number of examples, the abrupt change in scale of the modern buildings does enormous harm to the area. To destroy part is definitely to affect the whole.

#### A Source of Professional Study

It can be argued that historic buildings and areas should be retained to allow serious study by archeologists, historians, geomorphologists, and art and architectural historians. Paddington is not of any great age, nor is it necessarily steeped in important history, but it does contain much of interest to the architectural historian. Again as Professor Bernard Smith says, "In preserving Paddington, we shall be preserving a very important chapter in the history of the verandah and balcony, elements which are almost endemic to Australian architecture, and provide it with a great deal of whatever continuity it may possess....."<sup>3</sup>

Another field of study is in the relevance of the architecture and townscape for the present day, and future, designer. This will become of increasing interest as the trend towards what architects and planners now call "medium density low rise housing" grows.

### Should there be a Higher Density of Population?

It could be argued that this area, having such a desirable site, and being so close to the city, should be redeveloped to a higher density. The population and the number of persons per house have fallen steadily during the rehabilitation process but the present density is still very high by Australian standards, being 43 persons per gross acre in 1966.

Now density under redevelopment would depend upon allowable plot ratios and minimum flat sizes. Under the City Council regulations which prevailed up until 1968, there would doubtless have been some increase in population due to redevelopment.

Under the current Woollahra regulations, however, it is unlikely that much increase would occur. Studies of typical parts of the area have shown that many sites, even when amalgamated, would be unbuildable upon, and that over most of the area the existing amount of building is almost equal to that which could be built. It is interesting to note, however, that even under the City Council's more liberal regulations, no actual terrace houses were demolished for new flat construction. The economics of the situation were such that only odd vacant sites or large ones with some small or derelict building, were actually built on.

### The Cost of Conservation - Who Pays?

Up to the present time the spontaneous rehabilitation of the Paddington area has been achieved solely by the efforts of individual property owners and with private savings. There has been no cost to the community at large. Rather there has been a great saving if one compares this with the post-war plans for complete redevelopment by a government authority such as the Housing Commission. Even compared with private redevelopment the rehabilitation of the existing houses has consumed far less of the community's total resources.

### Residents' Willingness to Pay

It seems obvious that if the future of the area is protected with adequate plans and controls then this spontaneous rehabilitation will be encouraged to continue at an even greater rate. Certainly the price of houses is still rising and many more are now being restored and remodelled. This willingness to pay for the conservation of the area by private individuals is another strong argument for conservation of the area.

### Paddington as an Economic Resource

The other very strong economic argument concerns the potential earning power of Paddington. If one takes what the economist calls the "resource" approach, then Paddington may be regarded as a commodity - a saleable product - an economic resource.

Already, as John Roseth says "Paddington has become a 'must' on the list of sights for tourists and is on the itinerary of every sightseeing bus". Between August 1968 and August 1969 there have been some, 5,500 visitors to Paddington on non profit making tours. This development has arisen spontaneously within the last four years. Applications from some 2,000 more have had to be refused. In addition, there are four commercial tourist buses operating into Paddington. Most of these tourists are Australians but the proportion of international visitors is growing.

World travel is the largest single item of world trade. If Australia's share in this trade is to grow, it needs to protect and improve what the Pacific Area Travel Association calls its "beautiful creations of man". Paddington, being one of Australia's most "beautiful creations of man" is, in fact, a scarce economic resource. Its importance rests on the fact that it is an entity, a unique, historic, architectural and topographical area. To allow it to be destroyed would be foolish.<sup>7</sup>

.....

<sup>1</sup> See the example Lewis Mumford "The Condition of Man, "The Culture of Cities" and "The City in History".

<sup>2</sup> Donald Gazzard, "Australian Outrage", p.29

<sup>3</sup> Professor Bernard Smith in evidence submitted to the Woollahra Planning Scheme Inquiry 1969 (See Appendix D)

<sup>4</sup> Bunning Report, p.5

<sup>5</sup> John Roseth, "The Revival of an Old Residential Area".

<sup>6</sup> Kevin Lynch, "The Image of the City

<sup>7</sup> Evidence by Max Kelly (See Appendix D)

# Appendix B

## APPROACHES TO CONSERVATION CONTROLS

### a. English Practice

In England, there has been a long history of interest in preservation of historic buildings. By the action of various trusts, particularly the National Trust which is a non-government organisation, a great number of old buildings are preserved. The government has also over the last 80 years, enacted quite strong legislation to protect 'Listed Buildings' and 'Scheduled Ancient Monuments' and provides grants for their restoration and upkeep.

Most of this applies to individual historic buildings, although the 'listed buildings' protection may sometimes be applied to important groups of buildings. In 1967, however, a new Act aimed at protecting whole areas of architectural and historic interest, "The Civic Amenities Act, 1967", was introduced. This act requires local planning authorities to designate 'conservation areas'. These are 'areas of special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance.'

The local planning authorities and the Minister must pay special attention to the character and appearance of these areas when exercising their powers of planning control.

Applications for permission to carry out development that would affect the character of these areas must be advertised, and the views expressed by the public must be taken into account by the planning authority before they decide the application.

Concurrently with the passing of this act the Ministry of Housing and Local Government commissioned four reports by independent consultants on the historic towns of Bath, Chester, Chichester and York. These reports were to examine how conservation policies might be sensibly implemented in these, and other, historic towns.

The majority conclusion from these reports is that the system of 'Listed Buildings' must be extended and made more comprehensive as a positive protection for all important structures in a conservation area (not just buildings) and that the government must be prepared to spend much more in grants and loans for restoration and repair of protected buildings. One report does make the point, however, that "the key to success lies not so much in direct aid as in the normal process of planning : the removal of conflicting uses, the diversion of traffic and the deflection onto other sites of pressure for redevelopment".

41.

To sum up then, the English conservation area would be controlled by:

1. Official recognition and definition
2. Special development plans
3. Official 'listing' of important buildings and objects with legal penalties for unauthorised alteration or destruction and grants for restoration, and
4. Public comment and objection to development applications.

b. United States Practice

In the USA there has been a great loss of historic buildings (estimated at 40% loss since 1940), but at the same time a very rapid growth of "Historic District" architectural controls (over 60 such districts existed in 1964). Their spread has been encouraged by court rulings that such controls are "within the constitutional bounds of due process and general welfare and are not a compensable deprivation of property".

The American approach is summed up by John Cadman, who says: "A law for the preservation of an Historic District

1. Designates a specific historic district to be controlled
2. Establishes a board or commission to administer the law
3. Requires that no changes be made to an exterior architectural feature of a structure within the district until plans are submitted to the board, and the board has ruled that the changes are appropriate to the architectural character of the district
4. Provides for appeals from decisions of the board and for penalties for infractions".

He also points out that if the Historic District is to be successful, it needs a majority of buildings of the right style, reasonably economic maintenance of the buildings in that style, enthusiastic endorsement of a majority of the residents, continual vigilance from some local civic organisation and a properly drawn law.

The Australian Situation

National Trusts have been active in recent years in most Australian States in preserving individual buildings, although limited finances greatly restrict the numbers involved. Most planning ordinances, too, have some preservation provisions. In New South Wales the Cumberland County Council ordinance, later adopted by the State Planning Authority and most local councils, allows the

responsible authority to declare buildings to be of architectural or historic importance. However, it also stipulates that upon the request of the owner, the responsible authority must purchase any property so declared. This provision has naturally resulted in very limited use of these powers.

Recently the Minister for Lands proposed to make Berrima in New South Wales an 'Historic Site' under this type of regulation. The proposal to declare the village historic was supported by a promise of the public acquisition of properties if the owners so desired, and a proposal for tight controls over development, though no embargo was envisaged. A considerable amount of local opposition was received, however, despite endorsement by the National Trust and the Berrima Trust, so the proposal was dropped.

Thus, even a modest proposal such as this (Berrima is only a small village) encountered great difficulties. It seems apparent that any large scale application of these clauses to an area such as Paddington would be quite impossible, both because of the likely opposition of some property owners and because the Woollahra Council or the State Planning Authority could not put themselves in the position where they were liable to purchase almost all the houses in the area.

An alternative approach would be to rely more on the normal process of planning. One relevant example in Australia is the Battery Point Scheme which was carried out by Clarke, Gazzard and Partners for the Hobart City Council and approved in July 1969.

Battery Point is an old area of Hobart containing a number of buildings and groups of buildings which are considered to be of some historic or architectural importance.

The Scheme uses a combination of the following points:

1. Listing particular "buildings, curtilages and objects" to be preserved.
2. Creating special "Historic Zones" within the area where approval of development applications may be subject to a report from the National Trust or a special committee of qualified persons and will be subject to special architectural and townscape consideration.
3. Use of normal planning controls of land use, plot area, site coverage, setbacks, plot ratio, height and car parking requirements. These vary from zone to zone within the area, depending upon the desired character.
4. Use of positive works by the council such as the creation of new streets and carparks, clearing of some existing streets, creation of pedestrian paths and malls and tree planting schemes to enhance the environment, improve tourist facilities, and encourage redevelopment in certain areas.



# Appendix C

## THE PADDINGTON SOCIETY

The Paddington Society was founded in 1964. By this time there was a fairly large number of new 'urbanites', who shared a common view on the desirability of Paddington as a living area and a liking for Victorian terrace house architecture and townscape. At the same time they were worried that new flat buildings, which were just becoming obvious, and various new road and road widening proposals would, within a few years, completely ruin the very characteristics of Paddington which they so admired. So, in June 1964 a small group of residents (between 15 and 20) met together to form a society which would attempt to 'save' Paddington. The Society was publicly founded in August 1964 and an overflow meeting in the Paddington Town Hall which resulted in an enrolment on the spot of 102 members (of which 62 still belong).

### Aims of the Society

The stated aims of the Society are almost entirely concerned with environmental amenity, with an emphasis on conservation. The following statements are taken from the constitution.

Declaration: The Society shall be non-political and non-sectarian.

Definitions: "Paddington" shall for the purposes of the Society, be taken to embrace the area roughly bounded by New South Head Road on the north, Ocean Street on the east, Moore Park Road on the south and South Dowling Street and Boundary Street on the west.

Aims: The Society shall exist to aid:

- (i) The maintenance of all features of Paddington having beauty, architectural and/or historical value;
- (ii) To preserve existing open spaces and to increase open spaces for the health and enjoyment of the community in general;
- (iii) To maintain harmony with existing architectural patterns when new buildings are constructed;
- (iv) To prevent the disfigurement of premises, streets and open places by ugly advertisements, poles, wires and unseemly structures;
- (v) To protect the residents from smoke, noise and other nuisances detrimental to the quiet enjoyment of their homes;

- (vi) To protect and add to the amenities of Paddington;
- (vii) To ensure the safety and convenience of pedestrians and vehicles using the streets;
- (viii) To encourage the development of cultural activities;
- (ix) To compile and record the history of the area.

The membership of the Society has grown steadily each year, as shown in the figures below:

Table 1

Membership of the Paddington Society as at 31/5/70:

<u>Year</u>	<u>Joined</u>	<u>Lapsed</u>	<u>Net</u>	<u>Progressive Total</u>
1964-65	230	-	230	230
1965-66	201	76	125	355
1966-67	138	77	61	416
1967-68	166	106	60	476
1968-69	213	112	101	577
1969-70*	167	40	127	704
	1, 115	411	704	704

The gross membership over the five years was 1, 115 and the current total is 704, of whom 100 are life members.

On the assumption that each of the 1, 100 odd people who have been or are members of the Paddington Society represent at least one other person besides themselves (wife or family), these people represent approximately 11 per cent of the total Paddington population of around 20, 000. It has also been shown by a survey carried out for other purposes that a great proportion of the population shares the Society's views regarding preservation of the area.

\* These figures are taken to 31st August, 1970. On 6th September a membership drive added 275 new members. The current total membership is therefore 979.

APPENDIX DEVIDENCE SUBMITTED TO THE WOOLLAHRA PLANNING SCHEME  
INQUIRY OBJECTING TO THE WIDENING OF JERSEY ROAD AND  
THE ZONING OF THE WEST WOOLLAHRA AREA

(1) DONALD GAZZARD, FRAIA, Ariba, President,  
THE PADDINGTON SOCIETY 1968-69 SESSION

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1. The background to the proposed widening of Jersey Road is set out clearly in the evidence given by W.G. Faithfull before the Bunning Inquiry. This evidence has been quoted in full in the printed Objection (pages 7-9).
2. The changed circumstances that have a bearing on this 30 year old road widening proposal are:
  - (i) The abandonment of the McLachlan/City Council plan for the complete redevelopment of Paddington by the Minister in 1965.
  - (ii) The spontaneous rehabilitation instanced in the Roseth Report in the ten years between 1958 and 1968.
  - (iii) The zoning of the Paddington area by the Minister as Residential 2(g) or Preservation Area in 1968.
  - (iv) Subsequent detailed planning of the Paddington preservation area by the Paddington Society and Woollahra Council.

These changed circumstances need to be re-iterated. If the present conditions had been in existence when the road was first considered, the route may well have been different. The Department of Main Roads say quite specifically in the evidence given before the Bunning Inquiry:

"The Department does not desire to locate roads through areas which should be preserved for historic or environmental reasons but as they create an additional barrier to traffic movement it is necessary that these areas be defined by the authority responsible for planning the area.....If parts or whole of Paddington are to be preserved in the old style there should be a proclamation gazetted to prevent any change, and the area should be defined. If demolition for road widening is unacceptable it should also be unacceptable for all other purposes including parking lots, service stations and redevelopment".

We agree with the Department of Main Roads and the work being done on the detailed provisions for the Preservation area for Paddington will spell out these requirements.

3. Evidence has been given on the desirability of Preservation Areas in a historical and an economic resource sense value. Judgements have been made on the size, coherence and importance of these particular preservation areas of Paddington and West Woollahra compared with the well known overseas examples quoted.

The case for preservation should also be made on moral grounds.

"The bringing in of the new should not mean that everything old, regardless of merit, is destroyed. Australians have so little of the built past to remind them of their history that those buildings and areas of value remaining should be kept as a guide by which to judge the present and determine the future. Conservation of historic areas is necessary, not just for their contrasting visual importance in the city, but because we could be said to be be custodians of the past for the future. If they go, the opportunity will be lost forever to see and feel a greatness as it existed. History will exist only in books. A living and vital city or town will always retain some examples of its past. If we let progress take its toll, we not only lose part of our visual inheritance, we somehow put a low value on man himself".

(Australian Outrage) Ure Smith 1966.

4. There is little doubt of the effect widening and extension of Jersey Road would have on the precinct it would bisect. The DMR Evidence rather speciously talks only of the width of the new 4 lane road, instances any number of streets in the Paddington-Woollahra Area already 66 feet wide and says "It appears that there has been no complaint that the width of these streets has adversely affected amenity".

Examination of the large scale DMR plan shows the true effect of the widening. Some properties that only have a corner sliced off might continue in existence. Properties on small lots that are substantially cut in two will not be able to be rebuilt. It is difficult to imagine how the left over pieces of land could be re-used. Not only will the strong lines of the present street be destroyed but a vista of backyards etc. will be exposed. In the central section of Jersey Road the effective width of open space, no matter what width the pavement is, would be approximately 175 feet.

Similarly in many other corners and sections the effect of this proposal would be to open up a traffic corridor that would be very harmful to the amenity and destructive of the character of this area.

5. A large part of the case for widening Jersey Road rests on the increase in traffic and population forecast. The

DMR Evidence cites the general figures of doubling of the population and trebling of the vehicle population in next 30 years.

Their evidence goes on to say "The Department does not know at this stage how much of the population increase is to be accommodated in the Eastern suburbs....but... It is difficult to accept that the trend will not be to multi-storey development on the higher parts of the Paddington-Woollahra Area".

We table figures from the State Planning Authority as evidence which suggest that the population of the Woollahra Municipality (excluding Paddington) will rise by only 2,000 people in the next 30 years. As Paddington has been zoned as a Preservation Area its population is likely to slightly decline rather than increase.

8. In short, the need for any new road has never been proved and it is seriously doubted that it will ever be needed. Showing it on the Planning Scheme on the long range off chance that it might one day become necessary is undesirable as it cannot help but have a blighting effect on the properties affected.

This is particularly serious in view of the character and importance of the area. There is in any case a clear alternative route in Ocean Street, if needed in the remote future. There may be some small loss in traffic efficiency with this slightly longer route but the desirable end of preserving a homogeneous, historic area would be achieved.

Taking a broad overall planning view, in which traffic circulation is only one of the factors to be considered, we cannot see how the Jersey Road widening proposal can be sustained and ask that you recommend that it be deleted from the Scheme.

"We can no more leave urban planning to the Traffic Engineers than we can leave war to Generals".

(2) STATEMENT BY PROFESSOR BERNARD SMITH, BA, PH.D, FSA, FAHA.

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Credentials

I am an art historian. I received my training at the Courtauld Institute of Art and the Warburg Institute of the University of London. Most of my publications have been in the field of the history of painting. I have however studied the history of architecture under such authorities as Sir John Summerson, Sir Nicholas Pevsner, and Mr. Reyner Banham. I lectured, among other things, on the history of architecture for ten years in the University of Melbourne from 1956 until 1966. I have travelled extensively. I now occupy the position of Power Professor of Contemporary Art and Director of the Power Institute in the University of Sydney.

I would list my objections to the widening of Jersey Road as follows:

1. Jersey Road was considered by all those who gave evidence before the Bunning Inquiry as an integral part of the Paddington area. The road, from an architectural point of view is as fine an example of natural and organic planning as any in the Paddington district and should be preserved along with the rest of the area.
2. The widening of the road would isolate West Woollahra, which is an integral part of the historic area, from the larger area. It would leave the area more vulnerable to development and eventually destroy it as an historic precinct.
3. If Jersey Road becomes a major freeway the eastern edge of the remainder of the historic precinct of Paddington will suffer. The value of the remaining nineteenth-century housing on the road will decline, and this erosive and devaluing process will eat deeply into the eastern edge of the area.
4. If the case for leaving Jersey Road in its present form cannot be sustained but must give way to arguments based upon traffic flow, then it follows that similar arguments in the future also based upon traffic flow could reasonably be used to further segment, and finally destroy the area. I would submit that the issue before the Council is whether arguments based upon traffic flow are to be regarded as, in themselves, adequate and sufficient to destroy the historic area and its integrated community. I would submit that such arguments are not, by their nature, adequate. Traffic flow is admittedly an important requirement for the modern city, but it is a specialised requirement. I would question seriously a scale of values which places such specialised requirements above the need to preserve organic and integrated human communities. I would submit that, Paddington is such a community.

5. Paddington is, I believe, one of the finest examples of organic and natural residential development achieved during the nineteenth century. It compares more than favourably with better-known historic districts in the USA, e.g. the Charleston historic area, the squares of Savannah, the vieux carré of New Orleans. Its outstanding character depends, in part, upon the natural topography of the region - the undulating site providing superb vistas and a magnificent sense of visual movement; in part, upon the fact that the development of the area was accomplished approximately within one decade 1880-1890 and for predominantly one-residential-purpose so that a broad unity of style and scale has been maintained within which there is a delightful variety of sub-types and sub-styles; and, in part, upon the unselfconsciousness of the overall development. In short, Paddington is a superb example of natural morphology in urban growth in a century which can show few major examples of 'natural planning' of high aesthetic quality. In this connection it is to be remembered that the study of nineteenth-century architecture is a recent development. When the field has been covered more thoroughly than it has been, I am of the firm opinion that the Paddington area will become quite famous overseas as an outstanding example of late nineteenth-century terrace development. It may indeed be the finest example surviving. Certainly the Southern United States has nothing to compare with it. The vieux carré is much more cut about, less uniform in its architectural character, and is now given over increasingly to tourist activities. Paddington is still large enough to maintain a corporate life. It is of the greatest importance, therefore, that the area be not eroded at the edges, as the Jersey Road widening would certainly encourage, so that the size of the area is increasingly diminished until what remains has value only as a tourist's architectural curiosity.
6. The preservation of the area, apart from its predictable architectural fame as an outstanding example of late-nineteenth century estate development, and a culmination of the balconied terrace type, has a very special importance for the history of Australian architecture. It is no longer possible to trace the details of the history of colonial Georgian in Australia from the surviving monuments, for some quite crucial links in that history, such as Bungarribee, have been demolished. In preserving Paddington we shall be preserving a very important chapter in the history of the verandah and balcony elements which are almost endemic to Australian architecture, and provide it with a great deal of whatever continuity it may possess.
7. I believe that the decision to widen Jersey Road was based upon two predictions that have not proved, in the event, to be accurate. The first was that there would be a very great increase in the volume of north-south bound traffic in the area in question. This is not my particular field, but I understand that no convincing case has been made. The second was the assumption, widely held in the years after the war that the housing in Paddington was sub-standard and would decline further in value and in aesthetic appeal. On this assumption it could be assumed that the demolition of sub-standard houses on either side of Jersey Road was in



the best public and planning interest. This assumption, emphatically, no longer obtains. I would question seriously whether any contemporary planner coming to the problem afresh would today make a similar decision. The whole question indeed, points up one of the paradoxes of town-planning. It is a predicative social discipline. The greater the number of human factors operating in the area in question that are taken into consideration, the better, it may be argued, the planning. But the greater the number of human factors considered the less the chance of accurate predictions. The planner, more than most social engineers, needs surely to keep in mind Karl Popper's famous critique on Historicism: 'if there is such a thing as growing human knowledge, then we cannot anticipate today what we shall only know tomorrow (The Poverty of Historicism, p.x.). In short, I would argue, that the widening of Jersey Road was based upon what are now clearly seen to be mistaken presuppositions. Creative town planning, I would suggest, with respect, must cut its losses in such situations, and begin again taking into account what could not be foreseen before. The case for the preservation of the Paddington area as defined in the Banning Report does not rest wholly upon conservationist grounds. Paddington was one of the first areas of Sydney to reveal the present of a new demographic movement within the city area, the movement, that is to say, of professional home-owners into a type of housing built originally to provide, for the most part, for industrial working-class tenants. It is becoming increasingly clear that there is a growing number of professional persons who prefer to live in, and to voluntarily rehabilitate at their own expense, a type of housing which then can associate with the historical development of the city. Of most of these people, I believe it can fairly be said that they live busy, active, 'contemporary' lives, and contribute as much as any segment of the population to responsible decision-making in the city. Why the terraces of Paddington should attract a young, energetic and highly discriminating section of the city population is a sociological question too complex to discuss here. But it is surely altogether too superficial a view to say that this is nothing more than a trend of fashion. What we are witnessing, I believe, is the emergence of an increasingly urban society in the inner suburbs of Sydney, one which finds a sense of recreation and refreshment, not so much in the home garden and in nature, which the suburban resident looks to, for relaxation and refreshment, but in the historic fabric of the city itself as expressed in its older buildings. Urban man, that is to say, can find in these material symbols of the continuing city, the kind of spiritual refreshment that many others find only in nature. For such people the raw newness of inner-city multi-unit development does not provide an acceptable alternative. It may provide proximity, a sense of pride and identity in the continuing city. It seems to me that the emergence of this type of urban sensibility is of the first importance for the City of Sydney. For it can succeed in connecting the present and the past, and provide a community with a sense of continuity and direction.

8. Finally, if the Jersey Road widening is sanctioned the Paddington area will survive precariously in the face of continuing threats of further segmentation. For it will have been shown that a case based upon a single requirement, in this case speedier transportation - an important contemporary need but in any enduring scale of human values a relatively trivial need - will carry the day against a case made for the preservation of an integrated community possessed of a very real and natural pride in a unique architectural environment which it has, at its own personal cost, restored and preserved for posterity.

- (3) STATEMENT BY MAX KELLY B. COMM.(HONS) (MELB.)  
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AN ECONOMIC VIEWPOINT ON THE WIDENING OF  
JERSEY ROAD.

The economist could approach the problem at issue here from two points of view.

- (a) a cost-benefit approach
- (b) a "resource" approach

I have made some attempt to develop the cost benefit analysis but with very little real success.

Two questions present themselves:

1. The money cost in "current" prices of the road widening scheme
2. The advantages accruing from the new road

The first side of this equation is relatively simple. Road cost, costs of re-locating domestic services, cost of house purchase (taking a figure roughly half-way between V.G. and market price), landscaping and so on, are likely to be not less than \$3½M in current (1969) prices. Against this very approximate level of expenditure (remembering that this is in current prices - it is virtually impossible even to suggest the level of future prices - particularly in 10 to 15 years time when the road is tentatively scheduled to happen) must be set the advantages accruing from the road.

Ideally, one would proceed along the lines established by, for example, cost benefit analysts such as Coburn, Beesley and Reynolds for the M1 in the UK(i), or more particularly in our specific context today, the Buchanan Report (ii). (This latter report introduces the notion of "Environment" and the sanctity of such environment). One would then proceed to calculate for example the nett annual savings from diverted traffic, savings in non-business time, working time savings of drivers, petrol savings, accident reductions, type of usage and consequent utility of the business sector and so on. Here, however, I have been absolutely unsuccessful. Requests both to the DMR and the SPA for the simple "rationale" behind road widening have been unsuccessful - neither have felt able to answer the simple question "why" and "what do you expect to achieve". Granted that such public authorities are precluded from comment upon controversial issues, at the same time, refusal to state the expected utility of a proposed public work, such as this new road, avoids completely the definition of a public service.

So much then for a cost benefit analysis. One hopes (but doubts) that such an analysis does in fact exist within the Departments concerned. Further, if it can be shown that a widened Jersey Road comes relatively low on the list of public utility undertakings (as I think it does) then the real cost of employing funds for this road becomes much

higher, i.e. in terms of the benefits from other utilities that are foregone.

The alternative approach is somewhat more satisfactory. We can without too great a stretch of imagination talk of Paddington as a Commodity - a saleable product - an economic resource.

The notion here is obviously connected with tourism, the part Australia is playing and will continue to play with regard to tourism and this country's economic growth.

(a) The philosophy of tourism.

The analogy that immediately comes to mind concerns the mineral industry. A little more than a decade ago most of Australia was regarded as vast, barren and useless. Mineralogically we were regarded as relatively insignificant. Geologically the predictions were less than hopeful. Today the minerals industry is experiencing the fastest rate of economic growth of all industries, and as we now all know is a vital component of both our GNP and export earning. It would never have occurred, or certainly not as early, had we relied upon old maxims. In a similar vein, Australia needs to change its philosophy concerning the role tourism can and will play in our pattern of economic growth.

(b) The nature of tourism.

- (i) Domestic - Economically speaking this can only be relevant on a state rather than a federal level. Yet as an instance of the "pulling power" of Paddington and suburb it is interesting to realise that between August 1968 and August 1969 there have been some 5,500 visitors to Paddington on non profit making tours. This development has arisen spontaneously within the past few years. Applications for some 2,00 more have had to be refused. In addition, there are four commercial tourist buses operating into Paddington.
- (ii) But it is on the international touristic level that Paddington falls into place. Foreign tourists visiting Australia are in a sense buying an export product. That is the monies spent are earned outside of the economy. The only difference is that tourists are prepared to travel to buy the product in situ. A rapidly expanding tourist industry thus increases export income.

(c) Statistics.

- (i) Earnings from international tourism:

## A\$M

1966	75
1968	109
1969	122 (est.)
1970	130 (est.)
1975	300 (est.)

Note: (est.) - Australian Tourist Commission

(ii) Number of Foreign Visitors:

1967	253,000
1968	326,805
1969	370,000 (est.)
1975	700,000 (est.)

Note: It is significant that between 1967 and 1968 North American traffic increased 21%, Japan's traffic 26%, UK traffic 17%, that it is the relatively affluent who are coming here in increasing numbers. The room for increase can be noted by the fact that at the end of 1968 65% of US adults had never flown in a plane.

(iii) Tourist receipts as a percentage of export income:

1963	2.2%
1967	3.0%
1968	3.3%

(iv) Annual growth rates (exports)

(63 - 67)

Merchandise exports	5%
Tourist receipts	12%

Yet Australia's share of international tourism was only 0.64% in 1966 with a predicted 1% by 1970.

The trend is obvious. World travel is the largest single item of world trade (some \$20B/\$200B). Australia's relative position is prima facie insignificant.

If, however, any one of a number of estimates can be relied upon, then the rate of increase in foreign tourist spending in Australia would increase at an increasing rate. From the economic point of view, this cannot be ignored.

All of this which leads us back to the proposed widening.

The Pacific Area Travel Association in a detailing questionnaire found that for the category "Beautiful creations of man" Australia ran 15th out of 26 countries, and Paddington is one of Australia's most "beautiful creations of man". It is, in fact, a scarce economic resource. In the most general terms, the importance of Paddington rests on the fact that it is an entity, a unique historic architectural and topographic area.

At present it is a cohesive whole - just as Montmartre, the Vieux Carre area, Trastavere, Williamsburg, Charlestown, Greenwich Village and so on. To split it up is literally to destroy it. To destroy it is to remove one of our scarce economic resources.

In Australia the area is certainly unique. I feel certain that if the curious accumulation of the "difference" that is Paddington and West Woollahra be destroyed (the quickest and most easy way being to slice it up) then Australia will be losing one of its most economical valuable tourist attractions.

There are a couple of other grounds of objection which should be mentioned:

- (a) The fact of technological progress seems to have been completely ignored. The plan was initiated in a period when the whole technological framework of society was different from what it is today. Just as in ten or fifteen years time technology (which at present has an accelerated growth rate accounting for about 2% of increase in annual GNP) will be enormously different. How then (as distinct from why) can our public authorities be so certain.
- (b) The current phenomena that suggests that cities may well be coming to the end of their useful lives as we know them. (ii)

Motorways, it would seem, in no wise guarantee that the traffic problems are solved (c.f. Los Angeles and San Francisco). It is something of a paradox, but a necessary one, that conservationists acting from their own points of view can, in fact, preserve the identity and life a city in such a way that the human needs (and thus the economic abilities) are accounted for.

- (i) T.M. Coburn, M.E. Beesley and D.J. Reynolds London Birmingham Motorway: Traffic and Economics R.R.L.T. Paper No. 46, 1960.
- (ii) Ministry of Transport "Traffic in Towns: A study of the long term problems of traffic in Urban Areas".
- (iii) See for example, K.E. Boulding "The Best-civilised City" in O. Handlin & J. Burchard (Eds.) "The Historian and the City".

- (4) STATEMENT BY ALAN HAYES BE, AMIE (Aust).  
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The case for the widening of Jersey Road was put by the Department of Main Roads to the enquiry held by Mr. Walter Bunning. Briefly the Department argued as follows:

- (a) That the need existed for a ring or circumferential route using Ocean Street-Jersey Road-Lang Road to link with Cleveland Street (Ring Road 1) and with the Dacey Avenue-McEvoy Street-Erskineville Road system;
- (b) Traffic estimates made by the Department indicate that Ocean Street north of Jersey Road will need to carry between 20,000 and 30,000 vehicles per day. South of Jersey Road Ocean Street will need to carry 15,000 vehicles per day with the remaining 15,000 vehicles per day using Jersey Road. Thus there was a need for four lanes of adequate width in Jersey Road.
- (c) The Department proposed that any widening required should be by the realignment method. That is to say that widening is achieved over a long period of time as redevelopment occurs. It was stated that road construction requiring demolition for widening was unlikely to occur within ten years.

The need for circumferential routes in road planning is well accepted. The Department of Main Roads several years ago embarked on a systematic signposting programme to delineate a series of ring routes throughout the metropolitan area. The scheme has enjoyed considerable success.

In the case of Jersey Road the principle of providing a circumferential route in this general area should be acknowledged. Argument should be limited to the precise location.

The traffic estimates prepared by the Department of Main Roads agree with estimates we have made for Ocean Street north of Jersey Road. The equal split between Jersey Road and the southern section of Ocean Street does not agree with our estimates. The circumferential route which is proposed serves a fairly small area of the Municipality of Woollahra. The topography and the nature of the street system make it relatively easy to define the area and this is shown on the accompanying map.

The population of this area is estimated to be approximately 17,000 at the present time. Population forecasts we have made indicate that the population of the same area in 1985 would be 22,500. We have allowed for some increases in density as redevelopment occurs. The Department of Main Roads has indicated that it does not know how much of Sydney's



population growth will occur in the Eastern suburbs and the State Planning Authority has indicated that even with redevelopment occurring overall population densities may not rise. We consider our estimates to be on the high side but to be reasonable and have therefore used them as a guide to forecast traffic demand along Jersey Road. Future traffic we estimate to be as follows:

Ocean Street north of Jersey Road	30,000 v.p.d.
Ocean Street south of Jersey Road	22,000 v.p.d.
Jersey Road	8,000 v.p.d.

(Note that these estimates have been made on the basis that Jersey Road is connected to Lang Road. If this connection is not made then the traffic could be expected to drop considerably.)

Widening of Ocean Street north of Jersey Road is not disputed. Ocean Street forms an important link in the radial road system centred on the city. According to our estimates the traffic on the section of Ocean Street south of Jersey Road is sufficient to warrant widening also. The possibility therefore exists of making Ocean Street, widened for its full length, part of the circumferential route as well as part of the radial system. By playing down the role of Jersey Road and strengthening the role of Ocean Street it should be possible to give Ocean Street this dual function. The circumferential route would then become Ocean Street-Oxford Street-Lang Road.

Such a route is undoubtedly longer than along Jersey Road. For the small volume of traffic involved however it would seem doubtful whether the difference in travel distance is significant. We are firmly of the opinion that Ocean Street should be widened and that Jersey Road should be left alone.

(1)

