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THE SYDNEY CITY COUNCIL'S STRATEGIC PLAN

OBJECTIVES AND ACTION 1977-80

by George Clarke
see credit on back cover

ANNEXURES

THE SYDNEY CITY COUNCIL'S STRATEGIC PLAN

OBJECTIVES AND ACTION 1977 - 80

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OBJECTIVES AND ACTION 1977 - 80

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ANNEXURE A

STRATEGIC PLAN REVIEW CONSULTATIONS WITH STATE AUTHORITIES
ON THE CONTROL OF FLOOR SPACE RATIOS AND ON GETTING
THROUGH TRAFFIC OUT OF LOCAL CITY STREETS.

Council's 1976/77 Strategic Plan Review Committee and its
Work.

In 1976, the City Council resolved to review and update the Council's Strategic Plan for the period 1977 - 80. A Strategic Plan Review Committee was appointed under the chairmanship of Alderman Andrew Briger AM, who had chaired similar committees in 1973/74 and 1970/71.

The then Lord Mayor attended and took the chair at the inaugural meeting.

The 1977 Deputy Lord Mayor, Alderman Barry Lewis, also participated in the work of the Review Committee, as did the Chairmen of the Works, Finance, City Development and Community Services Committees: Aldermen Nelson Meers, Jeremy Bingham, Ross Bonthorne and Charles Boag.

The New South Wales Government Ministers for Local Government, Planning and Environment, and Transport, at Council's invitation and request, each appointed representatives to participate in the work of the Review Committee. These representatives were :

Mr. Frank Pogson,
Under Secretary for Local Government;

Mr. Peter Webber,
Commissioner, Planning and Environment Commission;

and

Mr. Ken Trott,
Under Secretary for Transport.

A major part of the Review Committee's work was to seek, obtain and deliberate upon submissions from government bodies, private organisations, residents action groups and individuals who wrote to the Council giving views and information relevant to the review of the 1974/77 Strategic Plan and to its updating for the period 1977 - 80.

Public Notices, calling for submissions from the public, appeared in the press in May, 1976, and 120 letters were sent out to Federal and State authorities in June, 1976, inviting submissions.

Submissions were invited from all Aldermen and reports were obtained from all Council Departments. All Resident Action Groups within the City were invited and assisted by the Council to prepare and lodge their views, individually and collectively.

Submissions were received from a number of non-governmental organisations including the Building Owners and Managers Association of Australia (BOMA), the NRMA, the Sydney Chamber of Commerce, the Retail Traders Association, the Royal Australian Planning Institute, the Royal Australian Institute of Architects, the Australian Institute of Valuers and the National Trust, as well as from nine Resident Action Groups; and from a number of individual citizens.

Arising from the consideration of all submissions received, three major issues received particular attention from the 1976/7 Review Committee and from the consultants and staff engaged on the review of the Strategic Plan.

These were :

1. what should be done to stimulate residential regeneration of the City by reducing rates on residents who, under the law as it then stood, had to make up the rate revenue lost by the slump in commercial ratable land values;
2. what should be done regarding jobs and floor space ratios in the City, consequent upon the surplus of office space and indications that the City workforce had declined in number between 1971 and 1976; and
3. what should be done to ensure continuation of the "greening" of the City and assist its residential regeneration, by getting through traffic out of local City streets and precincts, consequent upon the Government's decision, announced on 23 February, 1977, to abandon large parts of the long-planned inner-metropolitan expressway system.

The first question was answered: the State Government was urged to legislate to permit Council to levy a different, lower, rate in the dollar on the value of land used for residential purposes, as distinct from land used for non-residential purposes. This was accepted by the Government and differential rates came into effect for the first time in 1978 (see Annexures B and C.)

The second question was answered : it was unnecessary to act quickly to reduce FSR, because of an apparent decline in the workforce and a reduction in the load imposed on the transport system, and because the continuing surplus of office space offered sufficient time for the questions to be fully considered before any possible resurgence in office development applications. It was also judged imprudent to risk causing a further slump in the City's rate base and precipitate a further escalation of residential rates at a time when economic conditions were low and uncertain. A detailed account of this issue is given in this Annexure.

The third question proved impossible to answer in 1977, and has not since been resolved, because of the time necessary for State transport authorities to consider alternative courses of action following the abandonment of major parts of the expressway system. It was hoped that this question could have been answered in the two years following the expressway-abandonment, but this has proved not to be the case. The question remains an urgent one for continued consideration, and will doubtless be a major issue in the next review of the Strategic Plan. An outline of the problem is given in this Annexure.

Considerations regarding jobs and floor space in the City: the result of the 1976/77 review of the Strategic Plan.

In 1977, the Strategic Plan Review Committee, on the advice of Mr. Commissioner Webber of the New South Wales Planning and Environment Commission (who was a member of the Review Committee and also Chairman of the Government's Height of Buildings Advisory Committee), excluded the subject of Floor Space Ratios (FSR) from the Strategic Plan for 1977 - 80. The Minutes of the April, 1977 Meeting of the Review Committee record:

" As regards FSR in the CBD, Mr. Webber said the PEC generally endorses the longer-term need to relate potential FSR in the City with potential future workforce and transport capacity levels, but that changes to the current FSR code and administration procedures should not be considered until :

"(a) the PEC had opportunity to study, in conjunction with regional studies and policies, the full results of Council's 1976 land use, floorspace and employment survey of the CBD and the data therefrom, which would only be available over future months;

"(b) the PEC had opportunity to consider Council's broad strategy and proposed 1977 - 80 action planning programme relating to the Central Spine . . . ;

"(c) the PEC had opportunity to consider, in conjunction with (a) and (b) above, the Building Owners and Managers Association (BOMA) further submission to Council (re FSR) dated 24 March, 1977.

" Mr. Webber agreed that in view of the current recession, there was no immediate urgency to introduce a new and hastily conceived FSR code or Interim Development Order (IDO) but that the problems and possible alternative solutions should be carefully considered and any necessary action taken prior to the potential beginning of a future resurgence in applications for major quantities of new office space."

Earlier, on 4 March, 1977, the City Council had written to the Minister for Planning and Environment setting out details of weakness in Council's legal powers to control Floor Space Ratio, and the strengths of the legal powers of the Minister and his Height of Buildings Advisory Committee. Council requested advice from the Minister as to :

"(i) your current and intended future policy on the exercise of your power and responsibility to approve or disapprove the erection of any building in New South Wales of a height greater than 80 feet;

- " (ii) the current and intended future policy and standards used by the Height of Buildings Advisory Committee in making recommendations to you pursuant to the Act, and without whose favourable recommendation you cannot approve the erection of any building over 150 feet in height;
- " (iii) whether, and if so what, Regulations have been or are intended to be, made pursuant to the Act, particularly Regulations prescribing floor space ratio and other such performance standards or codes."

Because no reply was received from the Minister to Council's letter of 4 March, 1977, and because of Mr. Commissioner Webber's advice of 21 April, 1977, no FSR changes were proposed in Council's 1977 - 80 Strategic Plan.

Three years earlier, the 1974 - 77 Strategic Plan had made proposals for reducing the area of the Central Business District (CBD) within which high Floor Space Ratios would apply, and for reducing FSR in fringe areas.

Action was subsequently taken to prohibit office development of any significance in Light Industrial Areas (e.g. Surry Hills) and in Woolloomooloo, by means of Interim Development Orders gazetted by the Minister in July and August, 1975.

However, neither the City Council, the PEC, HOBAC nor the Minister took further action in the face of :

- * the surplus of City office space, which was enough to accomodate all possible future growth in the number of City jobs until at least 1985;
- * the lack of any significant number of development applications for new office buildings and the depression in the building and development industries;
- * the drastic rise in rates on residents that was threatened by the slump in commercial land values, and the further increases in residential rates that would be forced by further cuts in ratable commercial land values caused by reductions in FSR guidelines;
- * high and rising unemployment, an apparent lack of increase and a possible decrease in City employment, combined with the growing dispersal of employment throughout the suburbs; and

- * falls in peak hour public transport patronage to and from the City; and a drop in the number of cars per day with destinations in the CBD (accompanied by an increase in through traffic), thus allaying fears that CBD employment was growing beyond the capacity of the transport system.

The above factors have continued to be relevant between 1974 and 1979. They will require continuing review in each regular updating of the Strategic Plan. To assist in such future reviews, the following more detailed historical summary is given.

Jobs and floor space : the period 1945 - 71

Before World War II, City buildings had been allowed to cover 100% of a site area up to a maximum height of 150 feet, which normally resulted in a Floor Space Ratio (FSR) of 15. After the War, the State Government relaxed the 150 feet height limit, but created a Height of Buildings Advisory Committee (HOBAC) to decide on applications for all buildings over 80 feet in height. HOBAC evolved a policy of allowing a maximum FSR of 12, without limit on height as such.

In 1947, work began on preparing a draft Statutory City Planning Scheme. The boundaries of the City were enlarged to include large parts of inner-metropolitan residential areas. Scheme preparation dragged on until the early 'sixties when a new Minister, The Hon. P. D. Hills, instructed the State Planning Authority to finalise the City Scheme for public exhibition, comment and objections.

The draft Statutory City Planning Scheme compiled by State authorities and exhibited in 1964, zoned a very large area as a "County Centre Zone" for commercial development. That zone spread from Victoria Street, Kings Cross to Darling Harbour and from The Rocks to Taylor Square to Ultimo. It was 540 acres in total and contained 350 net site acres of zoned commercial land. The 1964 exhibited Scheme Ordinance contained a draft Clause 45 which specified Floor Space Ratios of a basic 10 and a maximum with bonuses of 12 for the whole of the County Centre Zone, excepting only the area west of Kent Street, where basic FSR was set at 5, and maximum FSR at 8.

Following public exhibitions and public hearings of comment and objection, the State Planning Authority (now the PEC) later recommended to the Minister a basic FSR of 6 and a maximum with bonuses of 12. Bonuses were to be given for "space set aside for unrestricted public use" (plazas etc); sites greater than 60,000 square feet in area; and for inclusion of residential content in a mixed development. The SPA recommended a full FSR of 12 for "international hotels" regardless of zoning.

In 1968, the development industry became alarmed at the FSR reductions which had been canvassed, and prepared Development Applications at a rate and on a scale never before experienced in Australia, to get consents before the axe fell.

Because of the fear of FSR cuts to come, during calendar year 1969, the then City Commissioners were inundated by development applications, and passed for the consideration of the Government's Height of Buildings Advisory Committee (HOBAC), major office space development applications totalling 1.214 million square metres (13 million square feet) of gross floor space. HOBAC had then, as it still does, the final power to approve or refuse consent for buildings over 80 feet in height.

In 1968, the SPA published the Sydney Region Outline Plan, which projected that "if the population of the Sydney Region doubles over the next 30 years, if the Central Business District retains the current proportion of the regional workforce (about 21%) and if the current trend for concentration continues unchecked, then employment at the centre may rise to a level of nearly half a million." The SPA noted "already critical" traffic congestion and transport problems. It advocated large scale site consolidation and redevelopment for the central City, and the steering of "a considerable part of the likely future growth in office employment to other commercial centres in the existing suburbs or in the new cities which are proposed." It advocated a "limited number of major commercial centres, with a wide range of employment, in the outer parts of the Region - at Parramatta, Campbelltown and in certain of the new urban areas which are proposed."

However, in 1969, the State Planning Authority prepared a scheme for Woolloomooloo with basic FSR of 5 and a maximum of 10, for a potential workforce of 80,000. In 1970, the Sydney Cove Redevelopment Authority prepared a scheme for a 32,000 workforce in The Rocks area, and this was approved by the State Government.

In 1966, the workforce in the CBD was estimated at 224,830. By early 1971, development proposals approved by the State Government were enough to accommodate a future workforce of about 500,000 people in the County Centre Zone.

On 16 July, 1971, the then Minister gazetted the Statutory Planning Scheme with its 540 gross acre, 350 net acre County Centre commercial Zone, but omitted from the Scheme Ordinance any reference to Floor Space Ratio. Office buildings were made permissible in Light Industrial zones. It was intended that HOBAC and the City Council would handle the problems of density control.

The Scheme Ordinance did not give the City Council any clear powers. Council was forced to rely on the technique provided by Clause 32, under which the responsible authority must "take into consideration" in deciding a development application "any detailed plan or design, adopted by resolution of the responsible authority, for the development of the locality..." This vague power must be administered with care because refusals can be appealed to and debated before the Appeals Tribunal, which has not had a high regard for such guidelines merely adopted by resolution.

The new City Council which took office at the end of 1969, produced and adopted the first Strategic Plan on August 2, 1971. On 6 December, 1971, the City Council adopted, by resolution, Development Control and Parking Control Codes, which introduced differential Floor Space Ratio and Parking control standards attuned to the then perceived needs of every Precinct or locality of the City.

The major thrust of the 1971 City Strategic Plan and the Development Control and Parking Codes, was that the very large County Centre Zone should not be treated as a single area over which all controls should be uniform.

The City, including the County Centre Zone, was for the first time treated as a series of distinctive and relatively small Precincts. Development control policies and codes were designed to meet the problems and needs of each Precinct.

The 1971 City Strategic Plan urged that the highest densities of development only be permitted in what the Plan called the "Central Spine" of the City, running north-south between Circular Quay and Central Railway, where existing investments in public transport capacity and facilities were already concentrated. The strategy was to restrain and restrict office development and floor space ratios in fringe areas such as Woolloomooloo, Surry Hills, Oxford Streets, the area west of Kent Street, Ultimo and the Rocks. This latter strategy was opposed, for example, to the then plans for office development in Woolloomooloo, and the then plans for The Rocks area.

The 1971 Strategy was to reduce the area in which high FSRs of 10 or more would be possible, from the 350 net acres of the gazetted County Centre zone to three Central Spine Precincts of only 200 net site acres, many of which had HOBAC consents at FSRs of 10 to 12. Within that Central Spine, the new guideline Codes specified basic FSR as low as 3. With bonuses for public facilities and amenities, maximum FSR went, in Brickfield Hill, as high as 13, but Council has never approved any application at that maximum. The Codes have been criticised for offering the "carrot" of FSR maxima greater than 12 in return for major contributions to environmental character and social facilities. However, HOBAC, the final authority, never agreed to grant consent other than for a maximum of 12 under its own method of gross measurement.

Unfortunately, so many consents had previously been issued before the Codes were adopted that the development boom proceeded to create a huge surplus of office space on the basis of those previous consents. New development applications were relatively few. The MLC Centre was one of the few major buildings to be approved under the new Codes. It achieved an FSR of 12 by providing plazas, set backs, public amenities, a theatre, through block walkways, arcades and future direct pedestrian access to Martin Place underground railway station, then under construction. The Codes set radically new standards for contributions new buildings must make to the environmental and social needs of the people who use the City.

Jobs and floor space: the 1973/4 review of the Strategic Plan

The Strategic Plan was reviewed in 1973/4 for the 1974 - 77 triennium. Results were available of metropolitan home-interview and other surveys carried out in 1971 for the Sydney Area Transportation Study (SATS), which was finally published in stages through 1974. Up to date surveys by Plant Location International of all office floor space development projects were also available. However, the 1971 Census had not then been fully processed. No Census data on 1971 City workforce was available.

In 1973, Council's consultants examined and analysed available data. They concluded that, given then current economic expectations, the surplus of new City office space in buildings then completed or committed to construction, minus demolitions, would not be fully occupied until at least 1985. Some obsolete old office buildings would then be vacant or converted to other uses. If metropolitan population growth continued as was projected by the PEC in 1973 (it hasn't) and if the economy of the State continued to grow strongly, then even allowing for the growth of decentralised office centres, more office jobs would be created in the CBD, and could fill surplus new office space by the mid-eighties. At the same time, the outflow to the suburbs of jobs in retailing, manufacturing, storage, process work and the like would continue, thus reducing the workforce in City fringe areas around the CBD. On balance, the increase in jobs in the CBD was expected to be many times greater than the decrease in the remainder of the City.

For the purposes of the 1974 - 77 Strategic Plan, it was concluded that if there was ever to be a resurgence in development applications for new office buildings in the City, it would not begin before 1980 at the earliest. At that time, if the economy was strong, developers might be planning new buildings for construction between 1981 and 1985, to come onto the market in the mid and late eighties. It was concluded that any such future major increase in office floor space should be restricted to the Central Spine or core area, and should not be permitted outside that relatively small area.

Council's Strategic Plan 1974 - 77 therefore included proposals to :

- *restrict high density floor space ratios (FSR) to a smaller Central Spine area tapering southwards from the Cahill Expressway to Eddy Avenue at Central Railway, between Macquarie/Elizabeth Streets (on the east side) and Kent/Liverpool/George Streets (on the west side).
- *reduce maximum FSR outside this Spine where it is considered desirable to limit workforce growth or protect existing residential, retail, entertainment, service, industrial, wholesaling or port-oriented uses.

*increase FSR bonuses and other incentives for residential development and residential components in mixed developments within and adjacent to the Central Spine.

These were envisaged as proposals for implementation before any possible future resurgence of office development took place. Even on the most optimistic projections, this was not expected before the early 1980's. There was no urgency for implementation of the proposals.

Commercial land values for rating purposes slumped by one-third to one-half in 1975 - 76. This forced rate rises on to residential properties. In November, 1975, the Building Owners and Managers Association of Australia (BOMA) submitted a 12 page report to Council, pointing out that if cuts were announced in FSR Code guidelines, commercial values would slump further, necessitating even higher rates on residents. At that time, Council had no legal power to strike a lower rate on wholly residential property. Council sought this power in 1977 and was given it in 1978.

Between 1974 and 1977, it was necessary for Council to be prudent and cautious in action it might take which might add to the already serious depression of the City's economy and the distortions occurring in the City's rate base.

Workforce growth or decline : estimates 1945 - 2000.

In 1975, in view of the deteriorating and uncertain economic situation, little confidence could be placed in the projections of future growth in the City workforce which had appeared reasonable when they were made in 1971 and 1973.

Council therefore proceeded with the organisation of a detailed land use, floor space and employment survey of the City as a whole, starting with the central part of the Central Business District. This CBD survey was carried out in 1976, and some preliminary results became available during the 1976/77 review of the Strategic Plan.

Pending the results of this survey, no action was taken by the Minister, the PEC, HOBAC or the Council to alter FSR guidelines in the CBD, although action was taken to stop any further office building in Surry Hills and other Light Industrial Areas, and in Woolloomooloo.

Metropolitan Sydney's population and economic growth appears to have been much less than what was reasonably expected at the time of the 1973/4 review. It now appears possible that the number of jobs in the City in 1976, and even 1979, could be about the same, or even less, than in 1971 or even 1966.

It is impossible to be exact on this matter because different surveys and estimates have used different survey and estimating techniques, different definitions of the area of the Central Business District, and even different definitions of "total jobs" or "total workforce". Margins of error also vary between surveys. Thus no two surveys or estimates are strictly comparable. It is only too easy to draw completely wrong

conclusions from comparisons of estimates made at different times.

There are six different areas for which various estimates and projections have been made, as set out in the accompanying Table. These are, in descending order of size:

1. The City of Sydney Local Government Area (LGA) the boundaries of which were larger between 1948 and 1968 than before or since. On the Table herein, estimates are quoted on the area within the post 1968 boundaries on a constant basis.
2. The Central Sydney Area (CSA), defined by the Sydney Area Transportation Study (SATS), in 1971. The CSA is larger than the County Centre Zone of the 1971 Statutory Planning Scheme, to which it adds: Darlinghurst; Surry Hills north of Albion Street; Ultimo up to Harris Street, Bulwarra Road and Fig Street; and all the wharf and foreshore areas between the south end of Darling Harbour and Woolloomooloo, excluding Garden Island.
3. The Census - defined Central Business District (CBD) which is the same as the SATS CSA except for the omission of parts of Woolloomooloo and Darlinghurst bounded by Victoria, Oxford and Riley Streets and the foreshore at Woolloomooloo. It still includes parts of the 'Loo, Darlinghurst, Surry Hills, and Ultimo, as well as major wharf areas, including The Rocks north of Argyle Cut.
4. The reduced CBD area defined by the 1974 - 77 Strategic Plan, which excluded The Rocks and Millers Point north of Argyle Cut, parts of Ultimo, and all areas east of the Botanic Gardens, Domain, Hyde Park and Wentworth Avenue.
5. The smaller CBD area adopted for the City Council's 1976 Land Use Survey, which excluded major State Government areas on the east side of Macquarie Street, and excluded the Darling Harbour wharf areas as well as The Rocks and Millers Point north of Argyle Cut.
6. The smallest area is the Central Spine of the CBD as defined by the 1974 - 77 Strategic Plan. This omits areas north of Alfred Street, Circular Quay, areas west of Kent Street, and west of George Street between Liverpool Street and Railway Square. It also omits the triangle bounded by Wentworth Avenue, Liverpool and Elizabeth Street, and the State Government buildings on the east side of Macquarie Street.

TABLE 1 : COMPARISON OF CITY WORKFORCE ESTIMATES AND PROJECTIONS

Area	Various estimates of actual work force (000)				Various projections of future work force (000)				
	1945-47	1961	1966	1971	1976	1980	1985	1990	2000
1.City of Sydney Local Government Area		SATS: 293.7	SATS: 299.5	SAT: 310 PLI: 313		SATS: 320 to 356	PLI: 325 340 354	SATS: 330 to 402	SATS: 334 340 448
2.Sydney Central Area defined by SATS				SATS: 241 PLI: 227					SATS: 260 to 374
3.Census CBD Area	SPA: 200 to 213	SATS: 217.0	SATS: 224.8	SATS: 232					SATS: 240 to 330
4.Council CBD Area 1973				SATS: 209 PLI: 206			PLI: 224 237 248		SPA: 217 target adopted 1976
5.Council CBD Survey Area 1976		Council: 195.4	Council: 202.3	Council: 191 net 200 to 210 gross	Council: 165 net 180 to 190 gross				
6.Council Central Spine Area 1974								PLI: 195 206 217	

SATS: Sydney Area Transportation Study; PLI: Plant Location International; SPA: State Planning Authority

NOTES ON TABLE 1: COMPARISONS OF CITY WORKFORCE
ESTIMATES AND PROJECTIONS

Various estimates of actual workforce in these 6 areas in various years to 1976, and various projections made in 1971 and 1973 to the year 2000, are summarised in Table 1.

The estimates to 1971 are based on raw Census data, and SATS 1971 Home Interview Surveys, adjusted by various authorities to compensate for sample deficiencies. The projections by SATS and PLI (Council's consultants) were all finalised by 1973, and have not been updated since. The raw Census data on the 1971 Journey to Work question was deficient and has created problems for analysts. Data from the 1976 Census may be available later in 1979.

The figures given for area no. 5, the Council CBD Survey Area of 1976, are more fully explained in the Council's CBD Land Use Survey publication available from the Town Hall. The 1976 figure is as estimated from the Council's survey. The 1971, 1966 and 1961 figures are as estimated by Council's City Planning Department from Census data.

With respect to the Council's 1976 survey of area no. 5, the Council's report states :

"The City Council 1976 employment data shows a workforce of 165,000, (but) it is anticipated that this will be less than the figure to be released by the (1976) Census. There has been an under-enumeration in the Council survey due to the deletion of several groups, namely :

1. Dockside workers
2. Travelling salesmen, who merely use the city office as a base, or "address"
3. Workers on construction sites
4. Casual workers on Thursday night and Saturday morning.

It is estimated that the inclusion of these workers would lift the total 1976 CBD workforce to 180,000+. This will be confirmed by the actual Census data when released."

Jobs and floor space : the 1976/7 review of the Strategic Plan

Council's 1976 CBD survey appears to indicate that workforce in the survey area (area no. 5 above) actually declined by about 20,000 to 25,000, or roughly 10 per cent, between 1971 and 1976, due to the drastic changes in economic conditions which hit in the later part of that period. This has yet to be confirmed by relevant data from the 1976 Census.

However, it does appear to be confirmed by public transport statistics on passengers arriving in the City by train, bus and ferry during average days in various years since 1969. Public Transport Commission data indicates a drop of about 30,000 to 40,000, or 25 percent, in peak hour passenger arrivals between 1969 and 1976.

Public Transport passenger arrivals in the City

Mode:	1969	1971	1976
Train 8AM - 9AM :	78,000	n.a.	60,000
Bus 7AM - 9AM :	56,000	51,700	39,000
Ferry AM Peak Hr:	9,500	9,000	6,000
Totals	143,500	n.a.	105,000

These indications of decline in the City workforce were available in preliminary form for the 1976/7 review of the Strategic Plan for the period 1977 - 80. The 1977 - 80 Plan therefore made no reference to the question of changes in FSR, pending finalisation of Council's full land-use, floorspace and employment survey, and pending the availability of data from the 1976 Census.

The sense in this decision was confirmed by advice from the State Government's Urban Transport Advisory Committee (URTAC) which reviewed SATS and reported to the Government in February 1976, that :

"A further important development has been the dramatic growth in recent years in the number of people employed in the suburbs. Growth in the number employed in the Central Business District of Sydney, on the other hand, has tailed off to a point where the workforce is almost static and only about 20 per cent of the workforce now travels into the Central Business District.

Despite the rapid growth in Central Business District floor space in the last ten years or so, this has done little more than rehouse previous office workers and replace migrating industrial and commercial workers. While the existing vacant and future committed floor space indicate a potential for further growth in the Central Business District workforce, the rapidly increasing trend in floor space consumption per employee is offsetting this growth potential."

"Although the range and capacity of Sydney's suburban rail network is recognised as being high by world standards, it is centred on the Central Business District and therefore is only able to cater for a relatively small proportion of the workforce journeys. It is not geared to handle the increasing proportion of "cross-regional" trips that the dispersion of work places into the suburbs has generated."

"It is interesting to note that, since the adoption of the Sydney Region Outline Plan (prepared by the SPA/PEC) in 1968, as a working strategy, the importance of Central Sydney in terms of trip generation is falling when related to trip generation in the metropolitan area as a whole. In real numbers the city workforce has stabilised at around the quarter million mark, while employment in suburban areas has absorbed a major part of the increase in workforce."

The Planning and Environment Commission, however, while agreeing that changes in FSR were not urgent in 1977, remained concerned that there is a continuing discrepancy between City workforce target maximum projections for the year 2000 and the workforce which could physically fit into all office space which could theoretically be provided if every CBD site was developed to the full extent permissible under HOBAC and City Council Code guidelines.

The PEC adopted the SATS year 2000 "low" projections for the City LGA and CSA areas : 334,000 and 260,000 respectively. The PEC advised that the target maximum for the year 2000, for area no. 4, the CBD as defined in the 1974 - 77 Strategic Plan, should be 217,000.

The PEC submission to the Council in November, 1976, during the 1976/7 review of the Strategic Plan for 1977 - 80, stated :

"Major Objectives of the Sydney Region Outline Plan.

- "9. Two of the major objectives of the Sydney Region Outline Plan are to create a better relationship between homes and work-places and to ensure that land use planning does not aggravate and if possible improves the efficiency and economy of operation of the metropolitan transport system. In relations to the Central Business District of the City of Sydney THE OUTLINE PLAN SEEKS TO PREVENT AN OVER CONCENTRATION OF COMMERCIAL ACTIVITY AND EMPLOYMENT IN THE CITY CENTRE BECAUSE OF THE CONGESTION ARISING FROM THE JOURNEY TO WORK MOVEMENTS AND THE FACT THAT AS THE METROPOLITAN AREA GROWS THE PROPORTION OF THE WORKFORCE LIVING IN THE WESTERN PART OF THE REGION IS INCREASING. These aspects relate especially to office employment and for this purpose several major subregional centres have been designated in the Outline Plan as locations to which central type office employment should be directed. The two major centres so designated are Parramatta and Campbelltown, and the establishment of viable major alternative employment bases at these two locations is crucial to the implementation of Outline Plan objectives. The Commission is also anxious to see that the environment of, and services and facilities in the city centre are such that the city can fulfil its role within the Region and the State.

"Office Floorspace Supply and Demand in the City.

"10. The existing and committed levels of office floorspace, plus the potential for further developments, in the City of Sydney have a considerable bearing on the workforce coming to the City and hence on the scale of the transport system required, and also on the possibility of achieving a decentralisation of office employment. The level of office floor space available in the CBD of the City at the end of 1975 is estimated, from the Plan Location International Pty Ltd Study, "The Office Space Market, Sydney Metropolitan Area 1972 - 1980", and the Jones, Lang, Wootton Study, "Sydney Office Space Survey 1975", at 2,810,000 square metres.

"At a level of 18 square metres of floor space per worker, which is high when compared to current space utilisation, this means that floor space capacity currently exists in the CBD for 156,100 office workers. Estimates of current commitments to the end of 1977 would increase the floor space capacity by a further 390,000 square metres, which brings the capacity of the existing and committed supply in the CBD to 178,000 office workers. Any further office development will add to this capacity, and Council's current development control codes allow for further considerable office development. Council's consultants projected an office workforce of 175,000 for the CBD by 1985. It is apparent that the development control codes are not related to Council's workforce projection. Such a situation is completely contrary to the Commission's adopted policies for commercial development in other major centres in the Region such as Parramatta, Campbelltown and North Sydney.

"Relation of Office Floor Space in the City to Outline Plan Objectives.

"11. In addition, there is a significant over supply of office space in the Region as a whole. Most of this over supply is concentrated in the inner parts of the Sydney Region. Any further development in the metropolitan city centre would obviously seriously prejudice the possibility of office space being constructed in centres such as Parramatta and Campbelltown, and would therefore be contrary to Outline Plan objectives.

"12. The problems of maintaining an effective level of transport to serve a large workforce concentration in the city centre are considerable and following the completion of the Sydney Area Transportation Study a figure of 260,000 was adopted by government instrumentalities as the desirable level for the year 2000 for the total workforce for the area defined by S.A.T.S. as the Central Sydney Area (see attached map). Of this 260,000, approximately 217,000 total workers would be located in the area defined by Council in 1973 as the CBD. City Council development control codes should be related to such a figure, as accommodation of movements generated by workforces of larger magnitude would jeopardise the development of a balanced transport system serving all areas of the Region.

"Office Development outside the Central Spine Area.

- "13. The construction of further free-standing office accommodation, i.e. that not associated with other uses, in areas of the City of Sydney outside that area defined by Council as its Central Spine, should be actively discouraged. Such developments as well as adding to the total City workforce, may lead to a spread of the workforce away from the public transport system and also an increase in the number of vehicles entering the City.

"14. Use of Floor Space Bonuses.

The attention of Council is also drawn to the Commission's attitude to Floor Space Bonuses as detailed in Technical Bulletin No. 5, Density Control for Non-Residential Land Uses. The major points are the following. Bonuses are only necessary because of the shortage of public funds available to achieve public improvements and thus bonuses are justified only if additional floor space achieves some needed public benefit which cannot be achieved by other means. Where bonus provisions are applied, two major problem areas arise. First, bonus systems always involve a degree of uncertainty for it can never be known to what extent they will be used. Second, bonus systems incorporate a "base density level" to which bonuses are added. This base should be well below the density level considered appropriate for the area: the base plus the bonuses should together add up to the appropriate density. This means that bonus systems involve more value judgements and "bargaining" situations than when straight density levels are determined. They also add to the uncertainty regarding the value of land and, because of unreasonable expectations by land purchasers relating to development potential, often lead to unsatisfactory compromises on what is finally allowed to be built. For these reasons bonus systems should be sparingly applied.

"Control of Mixed Use Developments.

- "15. The inclusion of residential developments in the CBD whether free-standing or as part of other developments, is supported. However, the nature of such proposals should be closely scrutinised so that floor space constructed ostensibly for residential purposes cannot be used for commercial office purposes. Similarly, bonuses granted to hotel developments through the inclusion of office floor space should be carefully assessed in terms of the effect this would have on the total supply of office floor space and also on the spread of employment away from the major transport network."

"CONCLUSION:

- "22. The aspects of planning in the City of Sydney which the Planning and Environment Commission consider to be of major importance within the planning strategy for the Sydney Region are:
- "(i) the workforce to be accommodated within the City of Sydney, especially the office workforce in the Central Business District, and the effect of this on decentralisation objectives and on the transport system.

Council's Floor Space Ratio and Bonus Code should be amended so that the workforce capacity possible in the CBD and Central Sydney Area is related to the year 2000 workforce levels of 217,000 and 260,000 respectively;

- "(ii) the nature of mixed developments in the CBD and their effect on the size and distribution of the workforce."

On 4 March, 1977, the Council wrote to the Minister for Planning and Environment as follows :

"Dear Mr. Minister,

Council is now engaged in the review of the City Strategic Plan. In this work, Council has established close working relations with the State Government and their authorities, and, in particular, was pleased to receive in November, 1976, a submission from the Planning and Environment Commission and to have had the active participation of Mr. Commissioner Webber and PEC officers in deliberations of the City of Sydney Strategic Plan Review Committee. The February, 1977, Meeting of the Review Committee considered the PEC submission which, inter alia, raises for consideration a number of policy issues on Floor Space Ratio Control.

The Review Committee noted that Council's legal powers under the Planning Scheme Ordinance gazetted by a previous Government in July, 1971, are vague and weak. The City of Sydney Planning Scheme Ordinance makes no specific reference to Floor Space Ratio. The only possible legal basis for the attempted exercise by Council of such controls is in Clause 32 (e) of the Ordinance, which states that in considering applications for development consent, the responsible authority "shall take into consideration" "any detailed plan or design, adopted by resolution of the responsible authority for the development of the locality ..."

Council has acted since 1971 to exercise its limited legal powers to the full, bearing in mind the legacy of development consents granted by the Commissioners during 1968 and 1969, and the superior powers of the Minister pursuant to the Height of Buildings Act. APPENDIX I hereto briefly summarises some of Council's major efforts in this regard.

The Review Committee also noted that the ultimate power of control over Floor Space Ratio in the City lies, under the long-standing Height of Buildings Act, with the Minister. APPENDIX 2 hereto briefly summarises the provisions of that Act.

The Review Committee agreed that in view of the Minister's recent accession to the Ministry, Council should write and request a statement of advice as to :

- (a) your current and intended future policy on the exercise of your power and responsibility to approve or disapprove the erection of any building in NSW of a height greater than 80 feet;
- (b) the current and intended future policy and standards used by the Height of Buildings Advisory Committee in making recommendations to you pursuant to the Act, and without whose favourable recommendation you cannot approve the erection of any building over 150 feet in height;

- (c) whether, and if so what, Regulations have been or are intended to be, made pursuant to the Act, particularly Regulations prescribing floor space ratio and other such performance standards or codes.

The Council has been concerned at the vagueness and weakness of its legal powers to control the bulk (floor space ratio) and height of buildings within the City. It has pressed your predecessors to strengthen those powers. APPENDIX 3 hereto sets out Action Priority 1E of the City of Sydney Strategic Plan adopted by resolution of Council on December, 2nd, 1974, which called upon the State Government to abolish the Height of Buildings Advisory Committee, and/or to vest State powers over Floor Space Ratio and building height within the City, in the City Council.

Council also requests a statement of advice as to your intentions regarding the amendment and/or repeal of the Height of Buildings Act for the purpose of vesting powers over the height and bulk of buildings within the City of Sydney in the Council or for the purpose of abolishing the Height of Buildings Advisory Committee and transferring to the City Council, the Height of Buildings Advisory Committee's function of advising the Minister on tall buildings within the City."

The Building Owners and Managers Association were informed that views had been put suggesting that FSRs should be reduced drastically so as to bring year 2000 workforce target projections and the possible supply of office space into some balance. BOMA submitted to Council a report dated 24 March, 1977, stating :

"Floor Space Ratios in City of Sydney

"The view has been represented to BOMA that FSRs and Bonus Systems currently in force should be reduced to a level which ensures that no greater floor space can be produced than is sufficient for the needs of authorities workforce projections.

"The object of this is understood to be to contain CBD workforce growth within the capacity of the transportation system; and so as to direct any growth of office workforce into designated growth areas (particularly Campbelltown and Parramatta) achieving related objectives of journey-to-work times and peak loading of transport systems.

"The view of the Association is as follows :

- "1. It is not possible to be exact about floor space requirements relative to a stated workforce in the context of a strategy whose implications are intended to be medium/long range in effect.

The adoption of a space projection of 18 m² per office worker, has limited validity, in times when rapidly developing technologies may change the whole nature of office work.

It may well be that the office work-scene of the 1980s involves much more space than at present devoted to business aids so that in practice larger space utilisation occurs at a constant level of workforce.

"2. The strategic plan and city management in recognising the role of the CBD as being a centre for national and regional trade, commerce, education, recreation and tourism should allow natural forces to mould the city of the future. To impose what can only be seen as rigid constraints may well prove counter-productive to the full emergence of these proper functions of the CBD. None of these activities are rigid and immutable; but subject to continuous change and evolution.

"3. BOMA does not accept that bringing about the transfer of office workforce to regional sub-centres can be achieved satisfactorily by containing development of the CBD.

The suggestion of the need to adopt such coercive measures implies that sub-centralisation of office work may be disadvantageous for those involved, or at least that it is devoid of positive advantage.

To bring this avowed objective about by imposing a disadvantage on the CBD is sure to be counter productive e.g. international organisations chose to go to Melbourne, rather than Sydney, to establish regional headquarters.

The authorities might do well to study rather the means by which sub-centralisation of office work can be made more attractive to employer and employee.

One particular way in which Parramatta for instance can be made more attractive for relocation of office work is to improve the road and transport connections materially to allow of rapid off-peak movement between Head Office and sub-centre office to facilitate the essential features of routine conference and administration.

It is notable that some of the major comparable developments overseas e.g. Croydon in U.K., La Defence in Paris are founded in their appeal on this rapidity of access.

"4. The proposition that CBD development capacity should be fixed in a formula :

$$\frac{\text{Total of site areas x FSR}}{\text{Projected workforce x area per person}}$$

is an exercise in mathematical exactitude which assumes that all nominally available sites will be so developed.

This is palpably incorrect as a casual observation of the city reveals.

"5. The present FSR and bonus system should be left undisturbed indefinitely for all the above reasons but also because of the effect that change will have :-

- (a) The anticipation of a reduction in FSR's in 1971 played a major part in the rash of pre-emptive development which is at the root of the present office over-supply problem. While market forces would militate against a repeat performance if FSR's were altered now (1977), the alteration would clearly signal - rightly or wrongly - that Strategic Plan Reviews are an occasion for disadvantage to property owners, thus giving rise to the prospect of a similar pattern in the future.
- (b) While FSR's have a direct bearing (perhaps dimly at the present time) on the value of developable land and hence the rating base of such land, the attitudes of authorities reflected in planning policies has much more far reaching implications on the values of fully developed properties, and which form in fact the bulk of the rating and property taxation base.

The revelation of policies of constraining CBD growth will undoubtedly affect the confidence of investors in property in the CBD, which may be seen as having a level of risk to future security and growth not previously envisaged. Property investment as other investment entails measuring risk, and if higher risk is seen this will be reflected in a lowering of property values with direct consequences to the City."

In view of indications that City workforce was falling, rather than rising, and in view of the threat to residential ratepayers contained in proposals to reduce commercial FSRs, commercial land values and commercial rates, in April, 1977, discussions were held with Mr. Peter Webber, HOBAC Chairman and PEC Commissioner.

The Minutes of the April, 1977, meeting of the Strategic Plan Review Committee, attended by Mr. Webber record :

"As regards FSR in the CBD, Mr. Webber said the PEC generally endorses the longer-term need to relate potential FSR in the City with potential future workforce and transport capacity levels, but that changes to the current FSR code and administration procedures should not be considered until :

- (a) the PEC had opportunity to study, in conjunction with regional studies and policies, the full results of Council's 1976 land use, floorspace and employment survey of the CBD and the data therefrom, which would only be available over future months;
- (b) the PEC had opportunity to consider Council's broad strategy and proposed 1977 - 80 action planning programme relating to the Central Spine . . . ;
- (c) the PEC had opportunity to consider, in conjunction with (a) and (b) above, the Building Owners and Managers Association (BOMA) further submission to Council (re FSR) dated 24 March, 1977.

"Mr. Webber agreed that in view of the current recession, there was no immediate urgency to introduce a new and hastily conceived FSR code or Interim Development Order (IDO) but that the problems and possible alternative solutions should be carefully considered and any necessary action taken prior to the potential beginning of a future resurgence in applications for major quantities of new office space."

The unresolved problem of getting through traffic out of local city streets

About half the motor vehicles entering the Sydney Central Business District don't want to stop in it. This proportion of through-traffic seems to be increasing each year. Traffic with a destination in the CBD seems to be static or declining. Over the 10 years 1965 to 1975, there seems to have been a 5% drop in traffic with destinations in the CBD, and a 21% increase in through-traffic. Overall, the total vehicular traffic entering the CBD increased by 5 per cent. However, if through traffic could be channelled onto limited access bypass routes, traffic volumes on local streets could be cut by about half, and the City could be truly "greened."

These estimates were derived by the Department of Main Roads from the results of CBD Origin and Destination Surveys in 1965 and 1972, and from Average Annual Daily Traffic counts on all major roads leading into the CBD, for the years 1965, 1968, 1971, 1973 and 1975.

The summary figures, supplied by the Department of Main Roads, are:

Destination of traffic entering cordon around the CBD	1965		1975		Change	
	vehicles	%	vehicles	%	vehicles	%
Within CBD (local)	114,450	61	108,450	55	-6,000	-5
Beyond CBD (through)	73,150	39	88,750	45	+15,600	+21
Total entering CBD:	187,600	100	197,200	100	+9,600	+5

These figures strongly indicate a major and continuing trend, notwithstanding that the O & D surveys were only based on a sample of vehicles, a sample of number-plates in 1965, and a sample of drivers who returned postcards in 1972. The Department of Main Roads intends to carry out another CBD O & D postcard survey in October, 1979.

The State Government's Urban Transportation Advisory Committee (URTAC) stressed in its 1976 report that neither the public transport system nor the roads system of Sydney region in "geared to handle the increasing porportion of cross-regional trips that the dispersion of workplaces into the suburbs has generated . . . Major road projects in the past have concentrated on improving the traffic routes which coincide with the major desire lines. This has resulted in the widening of many of the arterial roads leading to the Central Business District and the concentration of effort on a few major works designed to eliminate individual traffic sore spots."

URTAC recognises that major investments have been made in roads which channel "cross-regional" traffic onto arterial roads leading to the edge of the CBD. But that is where they stop. Cross-regional traffic is then forced to find its way through the local business and residential streets of the central City to find its way out again on the other side, where it can once again get onto an arterial road.

There is not a single continuous limited access road through the City from one boundary to another. The State Government's Department of Main Roads does not even own or maintain any continuous road or street which runs through the City from the Harbour Bridge. The only east-west declared Main Road is the narrow Cleveland Street along the southern boundary of the City.

Through traffic uses local Council streets, often residential streets, which have been pressed into service as metropolitan arterials.

This through traffic disrupts residents, workers, shoppers, students, business people and organisations throughout the City's precincts. It is frustrating major steps in the "greening" of the City, and its residential regeneration. It prevents the conversion of many local streets so as to create quiet residential precincts and convenient business precincts for productive work and interchange. It adds to the costs of production and the costs of living by impeding the flow of people and of goods. Traffic congestion, forcing through traffic to stop and start continually, moving only in low gears, creates air pollution.

This through traffic, in the CBD alone, is in the order of 100,000 vehicles a day. In the other City precincts outside the CBD, there is additional daily through traffic. This additional traffic in residential and industrial precincts is the "cross-regional" traffic which cuts through the City without passing through the CBD, and which is not measured

by Department of Main Roads O & D surveys of the Central Business District.

Before, during and after World War II, State Government authorities developed a metropolitan roads plan which was continued by successive State Governments. This plan was adopted in the County of Cumberland Planning Scheme made statutory by the State Government in 1951. It was adopted in the statutory City Planning Scheme gazetted in 1971. Because it provided north-south bypass expressways on the east and west sides of the Central Business District, and promised one day to take through traffic out of local streets and precincts, it was accepted by the Council's 1971 Strategic Plan.

The 1971 Strategic Plan stated :

"As the Region gradually evolves into a many-centred complex, so must the pattern of motorways become less radially focussed on the historic City core, and become more grid-like. This will allow cross-metropolitan traffic to bypass the City and thereby keep it out of City streets."

The Roads Policy of the 1971 Strategic Plan was to get through traffic out of local streets so as to preserve and transform those local streets for local use :

"6. Seek faster construction of roads bypassing the City, and manage traffic inside the City to give priority to movements most vital to each Precinct."

Since 1971, no continuous bypass road has been built. However, the opening of the Kings Cross bypass road tunnels has saved the residential amenity of Potts Point and Elizabeth Bay, and combined with local schemes now being implemented by the City Council, is helping to transform Kings Cross.

"6A. Press for the faster construction of bypass expressways to take North-South through traffic off the Harbour Bridge and out of City streets; suggest that priority be given to the completion of the North-Western Expressway from Druitt Street to North Ryde, and to other major North-South bypasses, in preference to completion of the Warringah Expressway."

This has not happened.

"6B. Prepare and seek the cooperation of the relevant authorities in implementing a plan for the management of through traffic within the City on a network of major streets, to route heavy traffic volumes as far as practicable around the edges of Precincts, particularly in the period pending the completion of bypass expressways."

Traffic management has not succeeded in relieving City Precincts of through traffic, which still congests residential and local business streets throughout the City, as in Crown, Bourke, Albion and Foveaux Streets, Surry Hills, and in local streets throughout Darlinghurst and the southern end of the CBD.

"6C. Give priority in the most congested streets inside commercial Precincts, to the movement of pedestrians, buses, taxis and delivery vehicles, by preparing and testing schemes for the use of some streets exclusively for one or more of these priority uses, at least during specific periods of the day or evening."

The City Council has achieved this in Martin Place; Wynyard Street; Dixon Street; Macquarie Place and Farrar Place. State authorities have achieved it in King Street at Queens Square. Council schemes for Alfred Street, Circular Quay and Darlinghurst Road and Macleay Street, Kings Cross, are under way. Years of investigation have gone into attempts to relieve Pitt Street, but formidable problems remain.

"6D. Seek opportunities in residential Precincts to discourage or exclude through traffic by investigating the possibility of converting small sections of local streets to create mini-parks, playground or malls."

The City Council has completely achieved this in the South Paddington Precinct by means of 5 street closures to create squares and mini-parks. Complete achievement also seems soon likely in the Housing Commission's Woolloomooloo project area, and in the Little Napier Street Precinct, West Paddington, west of Victoria Barracks, where the City Council is ready to proceed with 5 street closures as soon as consent can be obtained from the New South Wales Traffic Authority.

Annexure D herein, entitled "The Greening of the City" lists a total of 70 such City Council projects completed or under consideration for full or partial closures of streets. These, together with Queen's Square and 16 other projects which don't involve streets, make up a total of 87 "greening" projects in the City since 1971.

There is however, a limit to what can be done to green the City and to regenerate its residential life, while metropolitan through traffic congests local streets.

There is a limit to what can be done by traffic management schemes (clearways, lights, turn prohibitions, one way routings etc) to squeeze higher traffic volumes through existing local streets fronted by houses, shops, offices or factories.

These limits are now being approached.

Major future steps in the greening of the City and its residential regeneration can only follow the carrying out of a staged series of construction projects to link through traffic arterials which now stop and disgorge through traffic into local streets in Woolloomooloo, Darlinghurst, Surry Hills, Pyrmont and the Central Business District.

The 1974 Strategic Plan recognised that the expressway system designed in earlier decades was far too big, far too expensive and far too destructive of local areas, and that it should be scaled down.

The Roads Policy of the 1974 Strategic Plan therefore urged that authorities :

"6A. Investigate alternative ways to expedite increases in continuous north-south road traffic capacity bypassing the Central Spine, linking the Harbour Bridge as directly as possible to the future Southern Expressway, and the Cahill Expressway to South Dowling Street, by 4-lane, grade-separated roads using much less land than is reserved by the existing statutory planning scheme."

"6B. Investigate other possible amendments to the routes, and reductions in the scale, of the previously planned inner freeway system, of the type indicated on the 1974 City Structure Diagram."

The City Council produced alternative plans for reduced size bypass routes on the east and west sides of the City which would get much through traffic out of City streets at a fraction of the cost of the State Government's original expressway system.

The 1974 Strategic Plan also stressed that need to "improve east-west traffic flows by implementing planned widenings and realignments along Cleveland and Hay-Campbell Streets" and the need to continue with street closures, pedestrian arcades and underpasses to separate vehicular traffic from pedestrians.

The new State Government which came to office in May, 1976, recognised that the original system was too big, disruptive in land resumptions and property demolition, and impossible to finance under existing expectations. However, it is unfortunate that the inner metropolitan system was simply abandoned without any alternative plan for through traffic routes being adopted.

The public announcement of expressway abandonment was made on 23 February, 1977, when the 1976/77 review of the City Strategic Plan was well advanced.

On 22 March, 1977, the Minister for Transport, The Hon. Peter Cox, wrote to the Chairman of the Strategic Plan Review Committee, Alderman Andrew Briger, stating :

"I am aware that Council is currently reviewing its Strategic Plan and would obviously wish to make reference to future road and traffic management proposals affecting the city area so that Council itself can plan its works projects. Unfortunately it is not possible to provide any details at the present time as the Cabinet Sub-Committee still has under consideration the North-Western freeway and the section of the Eastern Freeway which passes through the Woolloomooloo precinct, and URTAC is continuing its examination of other transport corridors. However, the Government is endeavouring to have all these enquiries completed as soon as possible and it will then be in a position to institute investigations into those areas arising out of the enquiries.

Accordingly, Council may be assured that State Government Authorities will fully co-operate with Sydney City Council in relation to future transport developments for the City area."

On 20 April, 1977, Alderman Briger, at the request of the Strategic Plan Review Committee, wrote to the Minister in an attempt to establish alternative methods of planning for through traffic :

"Dear Minister,

"Thank you for your helpful letter, dated 22nd March, 1977, explaining the studies and procedures you have initiated following the Government's decision to abandon portions of the inner-urban freeways as previously planned, and for which large areas of land have been reserved under existing statutory Planning Schemes gazetted by previous Governments. Your letter was read at the meeting of the City of Sydney Strategic Plan Review Committee on 23rd March. The Council representatives at the meeting agreed that I should write to you and express our appreciation of your prompt and informative letter. We also wish to record our appreciation of the assistance rendered to us by Messrs. Trott, Messiter and Sutherland of your Ministry.

"I commend the nature of the Government's decision announced by you on 23rd February, 1977, because for a number of years, it has been Sydney City Council policy that the planned freeway reservations and design standards were excessive in scale, and were unnecessarily blighting some residential areas of the City. As you have stated, the Government's decision is consistent with Council's action priorities specified in Council's 1974 - 77 City of Sydney Strategic Plan under Policy 6:

- 'A Investigate alternative ways to expedite increases in continuous north-south road traffic capacity bypassing the Central Spine, linking the Harbour Bridge as directly as possible to the future Southern Freeway route, and the Cahill Expressway to South Dowling Street, by 4 lane, grade separated roads using much less land than is reserved by the existing statutory planning scheme.
- 'B Investigate other possible amendments to the routes and reductions in the scale of the previously planned inner freeway system, of the type indicated on the 1974 City Structure Diagram.
- 'C Incorporate any revised proposals for road reservations in the new City planning scheme.'

"I am pleased to note that you have called for reports on alternative methods of handling existing traffic, and by the continued use of traffic management techniques to maintain and improve flows along existing arterial roads, and also of alternative methods of handling future traffic on a revised system of widened arterial roads and new corridor roads to be constructed in accordance with priorities to be determined.

"The City of Sydney Strategic Plan Review Committee is particularly anxious that I should stress to you the City's need for decisions on both short and long term actions to be taken to establish an effective hierarchy of major bypass and arterial road traffic routes in order to maintain and improve mobility of people and goods within and bypassing the City. It would seem to me that the first step in this process would most logically be for the Government and the Council to agree upon the criteria to be applied in the selection of these short and long term actions in establishing and developing a hierarchy of major roads combined with other actions to create pedestrian precincts, and to rehabilitate residential neighbourhoods in areas not to be affected by major through traffic flows.

"I recognise that in the long term, the major bottlenecks to through and bypass traffic can only be resolved by construction projects combined with the application of traffic management techniques. These major bottlenecks are:

- * Between the Harbour Bridge and the partially constructed western bypass along the line of Day Street, and the Southern Freeway corridor reservation. I understand that the Harbour Bridge approaches in peak hours are still probably the biggest single source of road traffic delays in the whole of the Sydney Region. The City Council is particularly concerned that during peak hours, up to 60% of traffic crossing the harbour bridge has origins or destinations to the south of the City. The present routing of this traffic on local city streets is highly damaging both to the environmental amenity and the economic productivity of the City.
- * In and around Taylor Square, Darlinghurst and Surry Hills where again through traffic is currently routed along local city streets. Council has long been concerned for example that its efforts to create a truly residential village precinct in Surry Hills are frustrated by the current routing of regional traffic along Crown and Bourke Streets, Surry Hills. In this regard the 1974/77 City Strategic Plan noted that 60% of the southbound morning peak hour traffic leaving the Cahill Expressway in Woolloomooloo has a destination south of Taylor Square. This comprises over 90% of the total southbound traffic passing through Taylor Square.

- * Between the east/west and north/south traffic along and across William Street.

"We all appreciate the pressures on Government finance likely to be available for the relief of these major bottlenecks of regional significance. I venture to suggest, for your consideration, that finance, as it becomes available, be allocated to implement specific improvements ranked in priority order in accord with their conformity with the following criteria:

- * Forming part of a defined long term road hierarchy so that each improvement contributes to the implementation of a long term plan.
- * Construction projects being located where the application of traffic management techniques alone, to existing roadspace, cannot satisfy existing demands for traffic flow and environmental amenity.
- * Routes which minimise environmental impact on the City's residents and residential neighbourhoods.

- * Routes which maximise opportunities for implementation of the City Council's policies of creating pedestrian precincts and rehabilitating residential neighbourhoods.

"I would appreciate your comments on the foregoing suggestions, and I would like to stress to you Council's desire to participate and co-operate in the definition and application of such criteria. It appears to me that if I have correctly identified the major bottlenecks and the appropriate criteria for the planning of a long term hierarchy of major roads for the City, then priority should be given to :

- * Completing a continuous route alongside the western edge of the City's Central Spine linking the Harbour Bridge to the south of the City capable of accommodating through and bypass traffic and capable of gradual expansion in traffic capacity over future years.
- * Resolution of the conflicts between through traffic and local amenity in and around Taylor Square, Darlinghurst and Surry Hills.

"I do not mean to imply that that long term projects to relieve bottlenecks to east/west through and bypass traffic should not be planned for, but I feel that the resolution of the bottlenecks to north/south through and bypass traffic offers the most short and long term benefits to City and metropolitan residents, workers, businesses and industries.

In the short term, I feel that the criteria to be applied to the selection of traffic management techniques and minor improvement projects could be :

- * The channelling of traffic on routes which have minimal environmental impact on the City residents and residential neighbourhoods.
- * The management of traffic flow so as to maintain, but not necessarily to reduce, existing trip times, while improving the smoothness and continuity of traffic flow.
- * Adopting techniques which reduce traffic noise and pollution while increasing the travel speed of buses, taxis and other recognised public transport vehicles.
- * The reduction of pedestrian/vehicle conflict points.

"In broad terms, I believe that by excluding through traffic from the local streets of the City and concentrating it, step by step, on a defined hierarchy of major roads of regional significance, the City Council will be able to protect and improve residential neighbourhoods and the easy and safe movement of pedestrians within the City precincts, thus improving the living and working environments of the City. Because many of the proposals will be, of necessity, long term ones, I suggest for your consideration that the State's limited financial resources might be concentrated on the implementation of a limited number of works in an order of

"priority determined by the application of criteria such as I have suggested, to the many possible alternative proposals.

"If the Government concentrates its resources on the resolution of through and bypass traffic problems the City Council could concentrate its resources on the improvement of local streets and of local residential and pedestrian amenity. I am convinced that a high degree of continuing co-operation in these matters should be maintained between you and your Ministry and the City Council, in order to achieve the proper balance between local and regional claims on resources.

"As you point out, it is indeed unfortunate that agreed future proposals and action priorities cannot now be settled in detail for inclusion in the draft 1977 - 80 City Strategic Plan which is scheduled for publication on 25 July, for public discussion prior to its consideration by the Council for adoption.

"However, Council will endeavour to identify in the draft to be published, a number of specific action priorities for implementation by Council in the short-term period 1977 - 80, and will endeavour also to propose, for your consideration and that of your officers and authorities, a number of actions could be taken by State authorities.

Yours faithfully,

Alderman Andrew Briger, A.M.,
Chairman, City of Sydney Strategic Plan Review Committee."

On 17 June, 1977, the Minister responded to the Strategic Plan Review Committee as follows :

"Dear Alderman Briger,

On 20th April, this year, you wrote to me in connection with a proposal put forward by Council for the establishment of a hierarchy of roads to cater for through and by-pass traffic in the City.

In addition, I received a letter from the Town Clerk, Mr. L. P. Carter, on 29 April, requesting a deputation to discuss the possibility of a State Government contribution towards the cost of carrying out a port priority road study in relation to the redevelopment of the Darling Harbour wharf area.

Following my initial consideration of the points raised in this correspondence, I referred the matter to the Urban Transport Advisory Committee. I have now received the advice of the Committee in this regard.

"Firstly, in relation to the proposal for a hierarchy of roads, you will recall that I indicated in my letter of 22nd March, that URTAC as part of its overall review of transport corridors, was looking at proposals affecting major arterial roads in the city area. Although the review is not directly concerned with the relative priority or actual time staging of road construction works, the investigations have necessarily involved a hierarchical approach.

In addition, the approach adopted in the corridors review will be extended into further enquiries and investigations with the objective of establishing a framework within which the road network for the metropolitan area, including arterial roads in the city, will be developed.

In essence the work currently in hand will lead to a road hierarchy which, in the city area, will provide for through and by-pass traffic.

As you would be aware, it is the policy of the Government that State authorities fully co-operate with Sydney City Council in relation to future transport developments in the City. In this regard, I note that you have stressed the desire of Council to co-operate with the State Government in the definition and application of criteria upon which to base the planning and selection of future traffic improvement works for the city.

In particular, I appreciate Council's recognition of the difficult financial situation currently facing the State Government and I have given careful consideration to the terms of the criteria you have outlined in your letter for the future determination of work priorities. In view of the importance of the matter, I feel that it would be most advantageous for Council officers to be involved in an in-depth exploration of road proposals for the city and the issues you have raised would, of course, be taken into account during the course of these enquiries.

Accordingly, I have given my support to the recommendation of URTAC that the Commissioner for Main Roads, Mr. A. F. Schmidt, and the Chairman of the Traffic Authority, Mr. W. R. Butler, arrange for full participation by their respective Departments in discussions with Council in relation to the implications associated with the proposal to develop a hierarchy of roads for the city area.

. . . In conjunction with my consideration of the proposal for a hierarchy of city roads, I was informed of the general line of discussion taken by URTAC on the matter of port traffic in the Darling Harbour area and its effects on the City. I understand that the Committee was informed of the developments that have taken place over the years in relation to the reorganisation by the Maritime Services Board of the wharf installations at Darling Harbour and, in particular, the question of port traffic movement was canvassed by the Committee.

"On the basis of its deliberations, URTAC has indicated to me that the need for investigations into the traffic flow situation in the Darling Harbour area would be basically linked with any action taken towards the establishment of an overall hierarchy of roads for the city area. This situation is borne out in one respect by the fact that any enquiries into the localised traffic problems of this port area would involve consideration of the general issue of north-south traffic flow by-passing the city on the western side. Accordingly, I have supported the URTAC recommendation that the Darling Harbour port traffic problems be fully assessed in conjunction with the investigations to be carried out in relation to the establishment of a hierarchy road network for the City. I should point out that URTAC has asked Mr. Schmidt and Mr. Butler to report back to the Committee, on the progress of these enquiries and URTAC will keep me informed of developments.

. . . .

Yours faithfully,

Peter Cox."

The finalisation of the 1977 - 80 Strategic Plan was delayed in attempts to obtain some indications of the Government's future plans. This proved not to be possible. The 1974 - 77 Strategic Plan could therefore not include a "City Structure Diagram" indicating how through traffic might be handled.

Council's staff and consultants did prepare proposals for a long-term hierarchy or network of major through-traffic routes, but this was not published pending discussions with officers of the Department of Main Roads and the Traffic Authority in accord with the Minister's request.

On 29 December, 1977, after the publication of the 1974 - 77 Strategic Plan, the Minister for Transport again advised the Council that no major decisions had yet been made:

"As you would be aware, the Urban Transport Advisory Committee has been undertaking a review of transportation corridors in the metropolitan area and has included roads widenings proposals in its deliberations. The Committee has already put forward recommendations for the retention of a number of corridor reservations and these have been adopted by the Government. The Cleveland Street proposal is still under examination and an announcement will be made as soon as a decision is reached."

On 3 March, 1978, the Department of Main Roads, after meetings between officers of the Department of Main Roads, the Traffic Authority and the City Engineer's Department, advised the Council that :

"With regard to the Long Term Hierarchy the Department at this stage is unable to agree with all of Council's proposals. It will be appreciated that the future of inner urban freeways and urban arterial roads generally is at present being reviewed by the State Government. The Government's decisions could affect some of the routes shown on the plan, particularly the Eastern Distributor, Cleveland Street and the east-west link via Campbell Street. It is also felt that considerable investigation would be needed before a firm location could be established for the Limited Access Road proposals between the Western Distributor and Darlington.

"The Department would be pleased to co-operate with Council in the development of a Long Term Hierarchy, but suggests that action in this regard might be tentatively deferred until the State Government's review of urban freeways and other urban arterial roads affecting the City area is further advanced."

Council's City Engineer had also proposed a "short term hierarchy" showing which existing City streets would continue to carry through-traffic, and which existing streets might be regarded as for local traffic only.

Department of Main Roads and Traffic Authority officers were unable to agree that such nominally "local" streets could be managed so as to discourage traffic in them :

"With regard to the streets which are not proposed to be classified as major or minor arterials, Council will appreciate that many of these carry significant volumes of traffic and perform functions such as collector/distributor roads as well as providing for local access. It could not be assumed therefore that traffic management measures could be introduced in all of these streets to divert traffic from them without a close evaluation of the effect this may have on the proposed major/minor arterial system. It is suggested therefore that any future proposals in this regard should be examined on their merits by committees with representatives of this Department and the Traffic Authority of New South Wales. Perhaps, an appropriate time for this would be during the development of Precinct or Action Plans."

By April, 1979, there had been no decisions on any major matter relative to how through traffic is to be handled. However, it is hoped that Government decisions on an eastern distributor or bypass route will be made shortly, and that a report by URTAC on other matters of transport policy and road corridors will soon be released to update the last such report, issued in February, 1976.

It is expected that decisions will be announced and reports released shortly, in time for use in the 1979/80 review of the Strategic Plan for the period 1970 - 83.

The "Environmental Planning" and associated Objectives and Action 1977 - 80 of Council's Strategic Plan.

The considerations outlined in this Annexure led to the adoption by Council, on May 22, 1978, of the following Environmental Planning Objective for 1977 - 80:

"The ENVIRONMENTAL PLANNING Objective

Improve co-ordination between the multitude of separate Government authorities with powers affecting the City. Regenerate residential life, and re-structure transport networks to create environmental Precincts free of through traffic, while preserving the best of the existing environment."

Under "Co-ordination", Council resolved to :

"7D. Set up a Council Project Team of social, environmental and transport specialists to work with State Authorities on planning a new City structure of through-traffic roads and local Precincts, as requested by the Minister, following the Government's 1977 decision to reduce major road reserves in accord with Council's 1974 proposals."

This has not yet proved feasible. It appears that this action could form part of the 1979/80 review of the Strategic Plan.

Under "City Structure", Council resolved to :

"9. City Structure

Continue to initiate proposals and seek action by governments to reshape the City in stages to :

get through-traffic out of local streets, onto major roads which bypass and define local Precincts, and serve fringe carparks; and

create Precincts served internally by public transport, slow traffic streets, walkways and other amenities.

9A. Work with State Authorities, local businesses and residents, to agree upon, and create in stages, a network of major bypass and through-traffic routes, recognising that :

about half the vehicles entering the City don't want to stop in it;

this through-traffic disrupts business and residents throughout the Council's area; and

the City is made up of local Precincts which must be defined, reshaped, protected and enhanced as distinctive community environments.

9B. Continue to initiate and try to quickly implement, minor measures and projects to reduce the amount of metropolitan traffic using local streets particularly in the Central Spine, Woolloomooloo, Darlinghurst, Centennial Park, Surry Hills, Chippendale and Newtown.

9C. Restrict high density development to the Central Spine, between Circular Quay and Central Railway, maximising the use of public transport, walkways, delivery facilities and short-term parking inside the Spine, with all-day parking on the fringe.

9D. Build carefully designed parking stations where such stations will reduce traffic, kerbside parking and pollution inside local Precincts, and work with State Authorities to find alternatives to the use of Moore Park for parking.

9E. Open for public use Council's new, uniquely comprehensive and detailed 1976 computer data bank of aggregated facts on the floorspace, activities and employment of establishments and pieces of land in the Central Business District, while protecting the privacy of individuals.

9F. Extend Council's data bank to cover Pyrmont, Ultimo and, in stages, the whole of Council's area, and use it to test all proposals for change in the City.

9G. Continue to prepare and seek power to implement Council's local detailed plans for action to improve each part of the City, while streamlining local planning and rationalising development controls for local Precincts grouped into major City Districts.

THE SYDNEY CITY COUNCIL'S STRATEGIC PLAN

OBJECTIVES AND ACTION 1977 - 80

ANNEXURE B:

TRENDS IN CITY FINANCE 1970 - 79:
STATISTICAL ANALYSES OF THE INCIDENCE OF
STATE, METROPOLITAN AND CITY RATES AND
TAXES ON A SHRINKING BASE OF RATABLE PROPERTY,

ANNEXURE B

TRENDS IN CITY FINANCE 1970 - 79 :
 STATISTICAL ANALYSES OF THE INCIDENCE OF STATE,
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ANNEXURE B

TRENDS IN CITY FINANCE 1970 - 79 :
 STATISTICAL ANALYSES OF THE INCIDENCE OF STATE,
 METROPOLITAN AND CITY RATES AND TAXES ON A SHRINKING
 BASE OF RATABLE PROPERTY.

INTRODUCTION

This Annexure presents statistical data supporting the Finance and Management prescriptions of the City Council's Strategic Plan 1977 - 80. These tables were originally prepared in 1976 - 77 and were updated in April, 1979.

The Strategic Plan 1977 - 80 provides that the Council shall "Press the State Government to amend laws : to permit Council to reduce rates on residential uses; to reduce the Non-Ratable area of the City; and to phase out Land Tax." In particular, Council resolved to :

"2C. Press the government to act on Council's proposal and amend the Local Government Act to grant Council legal power to levy a lower Rate on property in residential use, including houses and flats in the industrial and commercial parts of the City.

2D. Point out that the tenants and owners of only 22% of land in the City of Sydney are now bound by law to pay 100% of Council rates, and that this injustice must be corrected by :

acting on the 1967 Royal Commission Recommendation to amend the Local Government Act to make State land (except unused vacant land and railway land) subject to Council rates;

acting on Council's 1975 request for amendment of the Royal Agricultural Society Act to make the RAS pay rates on the Showground, as the law required before 1958.

2E. Urge the phasing out of State Land Tax, which is a bigger burden than Council or Water rates; penalises non-office uses, including rental housing, theatres and cinemas; and adds to the costs of goods and services.

2F. Ask the State Government to recognise the existence of City workers by including the workforce factor in each formula for allocating general purposes grants, and grants for Council libraries, roadworks and community services."

The Strategic Plan also commits Council to "Press the Federal Government to pay the equivalent of rates on all Commonwealth land in the City; increase Local Government's share of personal income tax progressively from 1.52% to 5%; and ensure that the City Council receives a fairer share of Federal grants to New South Wales." In particular, Council shall :

- "3A. Demonstrate to the Government that the cost of City Council services to the Commonwealth's 55* net hectares of land and 45,000 employees in the City, is far greater than the donations to Council now paid by a few Commonwealth bodies on less than 6 hectares. Request the Government to pay rates, or their full equivalent, on the 4 hectares owned by Telecom and the Postal Commission, and the 44 hectares owned by the Navy and Army.
- 3B. Express Council's appreciation of the new 1976 - 77 revenue-sharing scheme which grants 1.52% of personal income tax revenue for allocation by State Governments to Local Government Councils, while pointing out that the City, with 5% of the total land value in New South Wales, received much less than 1% of all such 1977 grants in New South Wales.
- 3C. Join with Local Government Associations and the Australian Capital Cities Secretariat to press the Government to increase the Australia-wide grant progressively to 3% by 1978 - 79, and thereafter to 5%, to recognise the growing demands on Local Government, and the de-centralised, effective and economical job Councils can do in delivering government services to people.
- 3D. Request the Federal Government to require that State Governments must include, in every formula for distributing Federal grants among Councils, a factor calculated either on the resident population or the number of jobs in each Local Government Area, whichever is the higher. Support this request with a comprehensive analysis of the additional costs forced on the 15,000 ratepayers who pay for City Council services and facilities used by a daily influx of between 300,000 and 400,000 workers and students and a daily flow of 500,000 vehicles, much of which is through traffic."

Since the Strategic Plan was published, the State Government has legislated to allow differential rating on wholly residential properties. Council's use of this power is documented in Table 4. Council is now pressing for amendments to extend differential rating to the residential part of mixed-use properties.

*since corrected to 59 ha: See Table 21

Council's successive 1978 and 1979 reductions in rates on residential properties are stimulating the much needed residential regeneration of the City. For the first time, rates on houses near the City boundaries are comparable to or lower than similar houses in neighbouring Local Government Areas.

However, to achieve this social benefit, the rate burden has been shifted onto the mere 4,773 non-residential properties which in 1979 paid 90.3% of total Council rates to support services to a Local Government Area of which 77.6% is Non-Ratable (see Tables 4 & 10.)

To ensure the City's economic health and social vitality, it is not enough merely to implement one small part of the Strategic Plan prescriptions. Those prescriptions are a carefully considered and integrated package of measures designed to attack the fundamental problems :

- * the area of ratable property is continually shrinking as more and more land passes into governmental and other rate-exempt ownerships and use.

By 1977, only 22.4% of the land area of the city was ratable. Leaving aside roads and streets, parks and recreation areas, about 36% of the City area is rate-exempt because it is owned and used by Government authorities and enterprises, educational and hospital institutions, churches and charities;

- * the value of ratable land (the rate base) in 1979 is about 30% less than it was in 1970, in constant dollar terms;
- * the City Council has reduced its rate income by 9 per cent in constant dollar terms since 1970, and yet must spend an increasing amount on servicing rate-exempt properties;
- * NSW Land Tax collections are running 70 per cent higher than they were in 1970, but this money goes straight into State Government general revenue;
- * Metropolitan Water Board rates and charges on City ratepayers are running 20 to 30 per cent higher than in 1970. Water Board levies on City properties are higher than Council rate levies, but appear mostly to be used to subsidise suburban areas;
- * Despite increases in Federal grants to be allocated by State Government to local Councils, all receipts from all Federal and State government sources still only amount to 5 per cent of the City Council's total General Fund income although Council appreciates that grants in 1978 were, in constant values, 2.6 times grants in 1970;

- * Council's own exemptions from Pay Roll Tax, Sales Tax, Land Tax and Motor Vehicle Tax amount to only about 18 per cent of the rate loss caused by the failure of State and Federal Government to pay rates on their properties;
- * There are many classes of rate-exempt properties, such as government office buildings, the Showground, education and hospital institutions, whose owners and occupants use City Council services and facilities in the same way as do private owners and occupants;

Such governmental and institutional organisations should contribute to municipal services. Their true social costs would then be more accurately reflected in their accounts;
- * City Council total rate losses on such rate-exempt properties were estimated in 1974 by the City Treasurer at approximately \$11 million which is the equivalent of \$17 million in early 1979;
- * to the extent that such losses can be reduced, City Council rates can be reduced.

Data illustrating the above statement of problems, and supporting the Strategic Plan's 1977 - 80 prescriptions, are set out in the Summary Table, and Tables 1 - 22 on the following pages.

SUMMARY TABLE

COMPARISONS IN CONSTANT MONEY VALUES

All figures adjusted by the Consumer Price Index to a base of 1970 equals 100

	1970 equals 100								
	1971	72	73	74	75	76	77	78	79
The Rate Base (valuation of ratable city land)	95	89	84	220	189	119	102	76	71
NSW State Land Tax collected	116	117	122	125	159	173	171	171	168
Water Board rates on city properties	100	116	117	113	104	134	135	122	n.a.
* City Council rates levied on properties	94*	88*	93*	108*	126*	110*	93*	94*	91*
* Council income from fees and charges for services	103*	109*	116*	121*	130*	131*	117*	116*	n.a.*
Council income from government sources	90	92	166	218	394	234	192	262	n.a.
Total Council Income (General Fund)	97	94	100	114	133	117	101	102	100
* Council Loan Indebtedness at 30 June	95*	89*	88*	84*	89*	93*	97*	100*	n.a.*

* These are the only items over which Council has any degree of control.

TABLE 1

THE REAL VALUE OF THE CITY RATE BASE:
CHANGES 1970 - 79

Year	Total valuation of ratable land at 1st January \$ nominal million	Consumer Price Index of inflation at December quarter 69 - 78 percent	Total ratable values converted to constant dollars \$constant million	Changes from 1970 in the total real value of ratable City land percent change
1970	548.800 (0.12% became non-ratable)	100	548.800	0
1971	548.159 (0.07% became ratable)	104.9	522.554	-4.78%
1972	548.567 (1.06% became non-ratable)	112.4	488.049	-11.07%
1973	542.756	117.5	461.920	-15.83%
Revaluation			Revaluation	
1974	1,603.792 (0.09% became ratable)	133.0	1,205.859	+119.73%
1975	1,605.301	154.6	1,038.358	+89.21%
Revaluation			Revaluation	
1976	1,149.001 (1.47% became non-ratable)*	176.3	651.731	+18.76%
1977	1,132.165	201.7	561.311	+ 2.28%
Revaluation			Revaluation	
1978	925.010 (0.435% became non-ratable)	220.4	419.696	-23.52%
1979	920.989*	237.5	387.785	-29.34%

* Between 1.1.79 and 19.4.79, properties valued at \$3,350,000 became non-ratable, and properties valued at \$421,000 became ratable, a net loss of \$2,929,000 in about 3 months.

Source: Designed by G. Clarke; compiled by City Treasurer.

TABLE 2

STATE LAND TAX, WATER BOARD AND CITY COUNCIL RATES:
CHANGES 1970 - 79

	Sydney City Council Rates levied on City properties		Water Board Rates & Charges on City properties		State Land Tax collected throughout New South Wales*	
	nominal millions	CPI ** Constant Value	nominal millions	CPI ** Constant Value	nominal millions	CPI ** Constant Value
1970	12.97	100%	11.88	100	32.5	100
1971	12.84	94.4%	12.48	100.08	39.4	115.6
1972	12.85	88.1%	15.54	116.3	42.8	117.2
1973	14.13	92.7%	16.37	117.3	46.7	122.3
1974	18.64	108%	17.83	112.88	54.1	125.12
1975	25.21	125.7%	19.16	104.29	80.1	159.4
1976	25.27	110.5%	28.11	134.17	99.2	173.1
1977	24.39	93.2%	32.36	135.01	111.9	170.9
1978	26.80	93.7%	31.90	121.80	122.6	171.2
1979	28.00	90.8%	n.a.	n.a.	130.0 est.	168.4 est.

*Official statistics on the amount of Land Tax collected on City properties are not available. However, estimates by the City Treasurer indicate that the State Land Tax on City properties was in order of :

1970 to 1973 : \$12 million per annum
 1973 to 1975 : \$29 million per annum
 1975 to 1977 : \$21 million per annum

This indicates that State Land Tax on City properties has been a heavy burden. This is confirmed by Table 3.

** Adjusted by Consumer Price Index to constant dollar value

Sources: City Treasurer; MWSDB Annual Reports; and the Commissioner for Land Tax: compiled by George Clarke.

TABLE 3

THE RELATIVE BURDEN OF STATE LAND TAX, WATER BOARD AND
CITY COUNCIL RATES ON A SAMPLE OF 50 PRIVATE COMMERCIAL OFFICE
PROPERTIES
1970 - 79

Calendar Years (MWSDB by years ending 30th June)	NSW State Land Tax % of total rates and taxes	Water Board (MWSDB) Rates % of total rates and taxes	Sydney City Council Municipal Rates % of total rates and taxes
1970	53%	22%	25%
1971	50%	23%	27%
1972	53%	23%	24%
1973	46%	28%	26%
1974	51%	24%	25%
1975	46%	22%	32%
1976	33%	36%	31%
1977	32%	43%	25%
1978	24%	45%	31%
1979	23%	45%	32%
10 Year Total	39%	33%	28%

Source: Compiled by G. Clarke from figures supplied by
the owners of the 50 properties.

TABLE 4

RESIDENTIAL AND NON-RESIDENTIAL PROPERTIES:

RATABLE VALUES AND RATES

CHANGES 1978 - 79

SINCE INTRODUCTION OF DIFFERENTIAL RATING.

Year	Residential Properties proportion of total City:		Non-Residential Properties proportion of total City:	
	<u>ratable values</u>	<u>rates</u>	<u>ratable values</u>	<u>rates</u>
1978	15.0%	12.1%	85.0%	87.9%
1979	15.0%	9.7%	85.0%	90.3%

Source : City Treasurer

Following strong representations by Council, as detailed in the Council's Strategic Plan 1977 - 80, the State Government legislated to permit different rates to be levied on properties wholly in residential use as distinct from all other types of use. This first came into operation in 1978. The City Council has since levied the following rates in the \$ of Unimproved (land) Value:

	1978	1979
Residential property:	2.321	1.95
Non-residential property:	2.999	3.235

In 1979, the City Council sent out a total of 16,809 Rate Notices. Of these, 12,036 were on wholly residential properties, and only 4,773 on properties which were wholly or partly non-residential.

TABLE 5CITY COUNCIL RATE INCOME AS A PERCENTAGE OF TOTAL INCOME:
CHANGES 1970 - 79

Year	Total General Fund Income (rates, fees, charges, grants and subsidies)		Rate Income (including interest on overdue payments)	
	\$million nominal	adjusted by CPI to constant value	\$million	percent of total income
1970	18.045	100	12.990	71.99%
1971	18.281	97	12.869	70.40%
1972	19.002	94	12.888	67.83%
1973	21.288	100	14.176	66.60%
1974	27.314	114	18.737	68.60%
1975	37.063	133	25.434	68.62%
1976	37.266	117	24.935	66.91%
1977*	36.845	101	24.396	66.21%
1978*	40.885	102	26.800	65.55%
1979	42.862	100	28.002	65.33%

*From Estimates

Source: City Treasurer : compiled by G. Clarke

TABLE 6

CITY COUNCIL RECEIPTS FROM
GOVERNMENT SOURCES:
CHANGES 1970 - 78

Total amounts received and accounted as income by the City Council from the State and Federal Governments for :

Delivered Meals, Kindergartens, Child Care Centres, Beehive Industries, Activity Centres, Vacation Play Centres, Welfare Officers, Works and Services for State Instrumentalities, State Government proportion of costs of major projects, General Purpose grants, Library grants, Social Welfare and Community Services grants, Unemployment Relief grants and miscellaneous grants.

Year	\$Total	Percent of General Fund Income	Adjusted by CPI to constant value
1970	\$ 361,421	2.00%	100%
1971	\$ 342,353	1.87%	90%
1972	\$ 375,842	1.97%	92%
1973	\$ 703,773	3.30%	166%
1974	\$1,050,053	3.84%	218%
1975	\$2,202,176	5.94%	394%
1976	\$1,489,292	4.00%	234%
1977	\$1,397,105	3.79%	192%
1978	\$2,091,153	5.11%	262%

Source: City Treasurer : Compiled by George Clarke

TABLE 7

CITY COUNCIL RECEIPTS FROM FEES AND CHARGES FOR
SERVICES:
CHANGES 1970 - 78

Year	\$ Total	Percent of General Fund Income	Adjusted by CPI to constant value
1970	4,694,000	26.01%	100%
1971	5,070,000	27.73%	103%
1972	5,738,000	30.20%	109%
1973	6,408,000	30.10%	116%
1974	7,527,000	27.56%	121%
1975	9,427,000	25.44%	130%
1976	10,842,000	29.09%	131%
1977	11,052,000	30.00%	117%
1978	11,994,000	29.34%	116%

Source: City Treasurer : compiled by George Clarke

TABLE 8

COMPARISON OF SOURCES OF CITY COUNCIL GENERAL FUND INCOME:
 RATES, FEES AND CHARGES AND RECEIPTS FROM GOVERNMENTS:
 1970 - 78

YEAR	INCOME FROM RATES	FEES AND CHARGES FOR SERVICES	RECEIPTS FROM GOVERNMENTS
per cent of General Fund Income (total 100 %)			
1970	71.99	26.01	2.00
1971	70.40	27.73	1.87
1972	67.83	30.20	1.97
1973	66.60	30.10	3.30
1974	68.60	27.56	3.84
1975	68.62	25.44	5.94
1976	66.91	29.09	4.00
1977	66.21	30.00	3.79
1978	65.55	29.34	5.11
1979	65.33	-	-

Source: City Treasurer, April, 1979 : compiled by George Clarke

TABLE 10

LAND AREAS RATABLE AND
NON RATABLE:
SUMMARY 1977

	<u>A R E A</u>	
	hectares	per cent
Total municipal area of City	1,340	100%
Total non-ratable land	1,040	77.6%
Total ratable land	300	22.4%
NON RATABLE LAND		
(a) Education Institutions (see Table 12):	104	7.8%
(b) Hospital Institutions (see Table 16):	32	2.4%
(c) RAS Showground :	29	2.2%
(d) Central and Darling Harbor Rail Yards:	50	3.7%
(e) Other State Government authorities, enterprises and institutions, churches and charities (see Table 11):	200	14.9%
(f) Federal Government authorities (see Table 21):	59 *	4.4%
Sub Total (a) to (f) :	474 **	35.4%
(g) Roads and streets :	320	23.9%
(h) Parks and recreation (see Table 22):	246	18.3%
Total Non Ratable Land	1,040 **	77.6%

* In lieu of rates, ex gratia payments are made on 5.06 hectares or less than 9% of this land.

** In 1976, ex gratia payments in lieu of rates were received by the Council in respect of 20 hectares or less than 2% of this total area of legally non-ratable land.

TABLE 12LAND AREAS OF EDUCATION
INSTITUTIONS:
SUMMARY 1977

Institutions	Area in hectares
University of Sydney (see Table 13)	68 hectares
Other tertiary institutions (see Table 13)	16 hectares
Government Secondary and Primary Schools (See Table 15)	12 hectares
Independent and Church Schools (see Table 17)	8 hectares
Total education institutions:	104 hectares

TABLE 14

TERTIARY EDUCATION :
STAFF AND STUDENT NUMBERS EXISTING 1977 AND PLANNED

Institution	staff	full time students	part time students	total 1977	projected future
University of Sydney	4,050	14,077	3,590	21,717	22,000
Sydney Technical College	1,245	2,733	37,092	41,070	45,000
NSW Institute of Technology	764	2,412	4,215	7,391	16,000 *
Easy Sydney Technical College	200	847	6,514	7,561	8,200
Sydney Teachers' College	400	2,105	952	3,457	3,400
Alexander Mackie CAE	248	1,286	45	1,579	900
Moore Theological College and Deaconess House	35	127	n.a.	162	250
TOTALS	6,942	23,587	52,408	82,937	95,750

Source : Survey of institutions by G. Clarke.

* By 1979, the New South Wales Institute of Technology's envisaged ultimate maximum number of students and staff had been reduced to approximately 12,000.

TABLE 16

GOVERNMENT SCHOOLS:
STAFF AND STUDENT NUMBERS 1976 - 78

<u>Schools</u>	<u>staff</u>	<u>students</u>	<u>total persons</u>	
	1976	1976	1978	1976
<u>Government High Schools:</u>				
Sydney Boys' High	40	898	920	938
Sydney Girls' High	40	905	906	945
Cleveland St. Boys' High	35	759	780	794
Conservatorium High	5	145	155	150
Sub Total Government High Schools:	120	2,707	2,761	2,827
<u>Government Primary Schools:</u>				
South Paddington	13	318	245	331
North Newtown	10	227	206	237
Fort Street	3	55	55	58
Plunkett Street	3	79	79	82
Darlinghurst	11	259	301	270
Crown Street	11	239	252	250
Bourke Street	34	826	742	860
Riley Street	3	62	66	65
Ultimo	7	181	152	188
Blackfriars	5	113	80	118
Sub Total Government Primary Schools:	100	2,359	2,178	2,459
Total Government Schools:	220	5,066	4,939	5,286

Source: Survey of Schools by G. Clarke.

TABLE 18PRIVATE AND CHURCH SCHOOLS:
STAFF AND STUDENT NUMBERS 1979

Schools	staff	students	total persons
Sydney Grammar School	100	1,109	1,209
SCEGGS, Darlinghurst	39	428	467
St. Mary's Cathedral School	35	447	482
St. Andrew's Cathedral School	40	540	580
St. Patrick's The Rocks	35	554	589
St. Vincent's, Potts Point	35	550	585
St. Benedict's, Chippendale	10	132	142
Sacred Heart, Darlinghurst	9	174	183
St. Francis', South Paddington	7	145	152
St. Peter's, Surry Hills	9	192	201
Total Private Schools, Cathedral, Convent and Church Schools :	319	4,271	4,590

Source: Survey of Schools by G. Clarke

TABLE 20

HOSPITALS:
PATIENT AND STAFF NUMBERS 1978

Hospital	Average Daily Number of Patients :		Staff		Total Persons
	In-Patients	Out-Patients	Full-time	Part-time	
Royal Prince Alfred	1,077	1,000	4,343	357	6,777
Royal Alexandra Children's	243	391	1,315	70	2,019
St. Vincent's Private and Public	396	n.a.	2,058	46	2,500
Crown Street Women's	190	170	585	61	1,006
Anti TB Clinic	nil	25	45	4	74
St. Margaret's	128	40	97	39	304
St. Luke's	110	nil	240	40	390
Langton Clinic	31	22.5	36	2	91.5
Sydney Hospital	Information not provided by Sydney Hospital		936	nil	n.a.
Sydney Eye Hospital					
Totals:	2,175+	1,648+	9,655	619	13,161+

Source: City Council's City Planning Department: survey, 1978.

TABLE 22

PARKS, RECREATION AND OTHER PUBLIC OPEN SPACE RESERVES
1971 AND 1977, INCLUDING SPORTSGROUNDS, PLAYGROUNDS, SQUARES
AND PLAZAS, BUT EXCLUDING FOOTWAYS AND GREENSPACE IN PUBLIC
ROAD RESERVES.

	Area in hectares	
Controlled by City Council,1971 :		
Moore Park*	104.9*	
Hyde Park	16.8	
Victoria Park	8.4	
Prince Alfred Park	7.5	
Rushcutters Bay Park	4.7	
Dawes Point Park	2.0	
Observatory Park	2.0	
Phillip Park	1.5	
Cook Park	1.1	
Eddie Ward Park*	0.8*	
*since enlarged		
smaller reserves	10.5	160.2
Created by City Council, 1971 - 77 :		
from full closures of streets - (excluding 0.319 ha of footway widenings etc)	3.842	
from lands other than streetspace -	2.083	5.925
Controlled by City Council 1977 :		166.125
Controlled by State Government, 1971 :		
Botanical Gardens (including Government House)	37.7	
The Domain	30.8	
Sydney Cricket Ground	7.3	
Sydney Sports Ground	3.6	79.4
Created by State Government, 1971 - 77		
DMR Western Distributor reserves**	0.600	
Law Courts Plaza, Queens Square ***	0.292	
Foundation Park, The Rocks	0.046	
Bushell Place, The Rocks	0.018	0.956
Controlled by State Government, 1977 :		80.356
TOTAL PARKS, RECREATION AND REST RESERVES 1971 :		239.60
1977 :		246.48

** Leased and maintained by the City Council.

*** The Law Courts plaza is to be transferred to City Council control.

Additional projects proposed and/or being implemented in 1978 - 79 - 80
involve the creation of a further 7.5 ha of parks, recreation and rest reserves
and a further 1.9 ha of footway widenings.

Source: compiled by G. Clarke from information supplied by Council Officers.

THE SYDNEY CITY COUNCIL'S STRATEGIC PLAN
OBJECTIVES AND ACTION 1977 - 80

ANNEXURE C :

CITY POPULATION AND DWELLINGS :
THE COMPLEXITIES OF RESIDENTIAL
DECLINE AND REGENERATION.

ANNEXURE C

CITY POPULATION AND DWELLINGS:
THE COMPLEXITIES OF RESIDENTIAL DECLINE AND REGENERATION

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ANNEXURE C

CITY POPULATION AND DWELLINGS :
THE COMPLEXITIES OF RESIDENTIAL DECLINE AND REGENERATION1. The widening circle of metropolitan population decline

The resident population of the metropolitan centre, the City of Sydney, first began to decline in 1911. It fluctuated during two world wars and a depression, but since 1947, population has fallen continuously in the City and in ever widening circles radiating outwards from the metropolitan centre. The trend has been similar in mature metropolitan areas throughout the world.

Between 1971 and 1976, the circle of decline widened dramatically in Sydney. Population fell by 70,000 in 23 (or more than half the total) Local Government Areas of the Sydney Region and Statistical Division. (See Table 1.) This area of population loss spread 30km. inland from the coast to include Parramatta and Bankstown, and 20km. from Willoughby in the north to Kogarah in the south. The total population of Sydney Region grew only by 0.78% per annum or by a total of 117,350 over the period to 3.09 million in 1976.

Since 1947, population loss has been heaviest in the five Local Government Areas in and around the metropolitan centre: the City of Sydney, South Sydney, Leichhardt, Woollahra and Marrickville. (See Table 2.) Between 1971 and 1976, population loss at an average rate of more than 1% per annum spread further to North Sydney, Mosman, Burwood, Hunters Hill Botany and Manly.

The trend is a natural one in mature metropolitan areas where industry, industrial workers and families with children, have been moving to the periphery. Inner and middle ring suburbs are now characterised by aging populations, smaller families and higher proportions of childless couples and persons living alone in dwellings which once housed twice or three times as many people. (See Tables 2, 3, 4, and 5.)

Economic growth and social change over the last 30 years have brought higher residential space standards and dramatic drops in average family size and average occupancy per dwelling for all income groups in developed countries.

These changes have been accompanied, in some parts of inner metropolitan areas, by a degree of "gentrification" where a new "gentry" of middle class, middle income people, often single or childless, take over houses vacated by the families of industrial workers, or of migrant families who have saved enough to buy larger houses in the suburbs.

TABLE 2.

SYDNEY INNER METROPOLITAN POPULATION AND DWELLINGS 1947 - 76

(All figures adjusted to 1971 - 76 boundaries)

	Five Inner Metropolitan Local Govt. Areas (1)		The City of Sydney Local Government Area:			
	Population	Population	total occupied dwellings (2)	persons per occupied dwelling (2)		
1947	427,200	100,400	23,300	<i>City & Syd p p occ private dw</i>	4.31	
1954	385,400	91,300	25,100		3.64	
1961	357,600	78,200	21,900		3.57	
1966	342,600	71,300	24,800		2.88	
1971	335,950 (3)	63,700 (3)	23,200		2.75	(4)
1976	298,500 (3)	53,900 (3)	20,200	2.21	2.67	(4)
1981	279,150	51,836	20,262	2.08	2.54 pp	<i>57/58 DCP</i>
30 Year Change						
1947 - 76	-30%	-46%	-13%		-38%	
35 yrs	-148,050 -35%					

5 Year Change						
1971 - 76	-11%	-15%	-13%		-3%	(4)
1976 - 81	-6.5%					

- 1981
- | | | | | | |
|--|-------|-------|-------|-------|----------|
| | 84700 | 52400 | 58200 | 83850 | = 279150 |
|--|-------|-------|-------|-------|----------|
- (1) Marrickville, Woollahra, Leichhardt, South Sydney and Sydney
 - (2) including both private and non-private dwellings *also quoted as 81,810 + 82,612*
 - (3) adjusted figures first published by the Australian Bureau of Statistics in 1978, including allowances for undercounting at these two Censuses.
 - (4) based on ABS adjusted population figures. Note that for occupied private dwellings only, occupancy rates were much lower :
 - 1971 : 2.03 persons per occupied private dwelling;
 - 1976 : 1.88 persons per occupied private dwelling;
 - a fall of 7.4% over the five year period.

TABLE 3

CITY OF SYDNEY AND SYDNEY REGION MARITAL STATUS, 1976

Age 15+	City of Sydney	Sydney Region
Never Married	42%	16%
Married	37%	68%
Permanently Separated	5%	3%
Divorced	6%	3%
Widowed	8%	8%

TABLE 4

CITY OF SYDNEY AND SYDNEY REGION PERCENT NEVER MARRIED, BY AGE GROUPS, 1976

Age 15+	City of Sydney	Sydney Region
15 - 19	97%	96%
20 - 24	76%	57%
25 - 29	52%	23%
30 - 34	39%	12%
35 - 39	33%	9%
40 - 44	28%	7%
45 - 49	29%	8%
50 - 54	27%	7%
55 - 60	24%	7%
60 - 64	23%	7%
65+	23%	9%
TOTAL 15+	42%	16%

Source: Australian Bureau of Statistics, 1976 Census:
 Characteristics of the Population : Local Government Areas
 (Preliminary) Catalogue No. 2201.0

TABLE 5

CITY OF SYDNEY 1971 - 76 AND SYDNEY REGION 1976 AGE DISTRIBUTIONS

Age Group	City of Sydney 1971 number percent	Sydney 1976	71 - 76 Change + or -	Sydney Region 1976 percent
0 - 4	3019 4.83%	2049 3.92%	- -	8.46%
5 - 9	2008 3.21%	1532 2.93%	- -	8.37%
10 - 14	2016 3.23%	1547 2.96%	- -	8.30%
15 - 19	4668 7.47%	3712 7.11%	- -	8.40%
				city lower city higher
20 - 24	8500 13.60%	5910 11.32%	-	8.13%
25 - 29	6250 10.00%	5809 11.13%	- plus	8.62%
30 - 34	4349 6.96%	4386 8.40%	plus plus	7.30%
35 - 39	3960 6.34%	3441 6.59%	- plus	6.21%
40 - 44	4335 6.97%	3236 6.20%	- -	5.51%
45 - 49	4554 7.28%	3701 7.09%	- -	5.90%
50 - 54	4098 6.56%	3784 7.25%	- plus	5.84%
55 - 59	3906 6.25%	3223 6.17%	- -	4.90%
60 - 64	3505 5.61%	3017 5.78%	- plus	4.31%
65+	7284 11.65%	6535 12.52%	- plus	9.27%

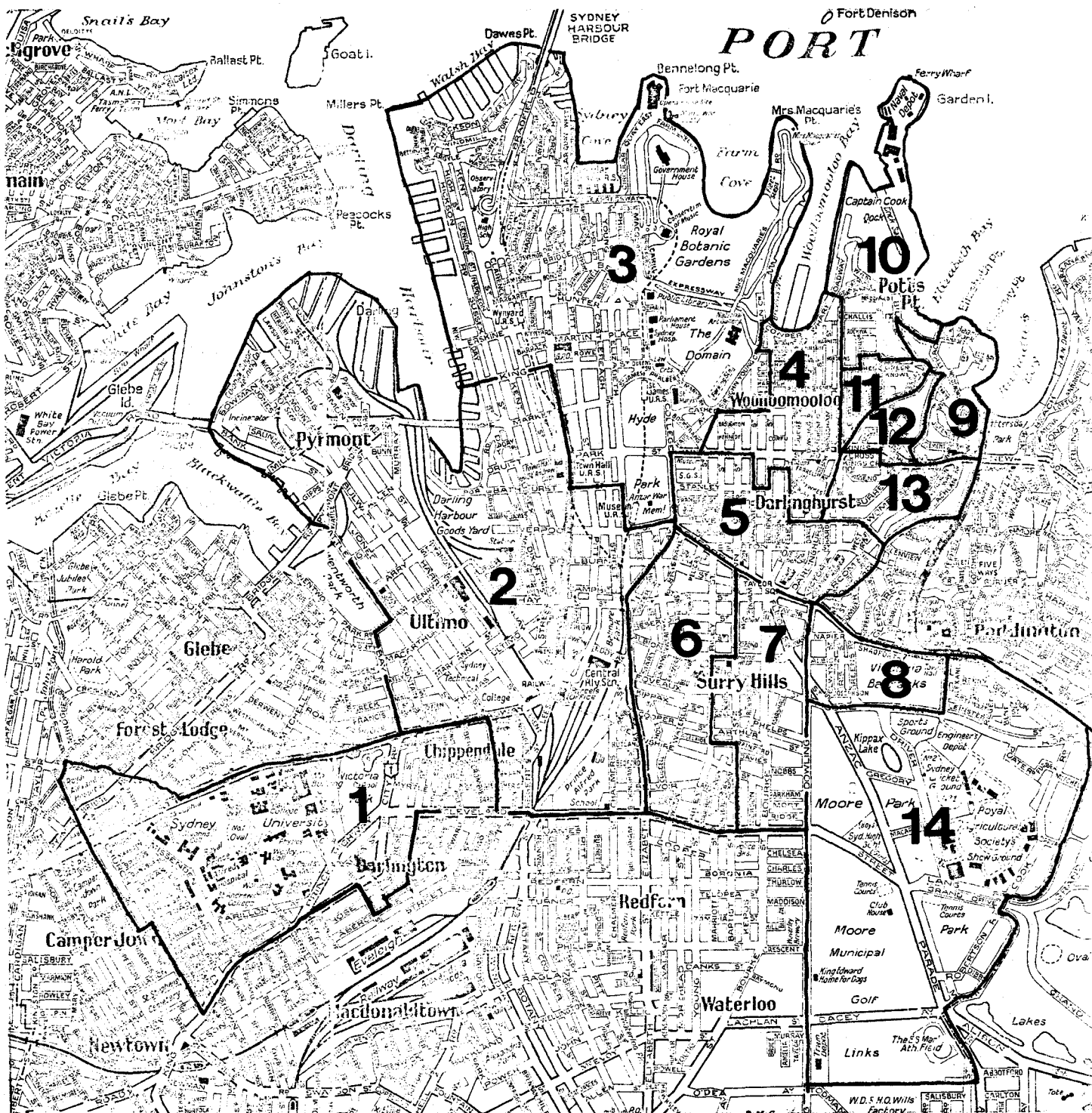
Source: Australian Bureau of Statistics, 1976 Census:
 Characteristics of the Population: Local Government
 Areas (Preliminary) Catalogue No. 2201.0

TABLE 6CITY OF SYDNEY: ENUMERATED AND ADJUSTED POPULATIONS
1971 - 76

	As enumerated and published in 1977	As adjusted in 1978 for under- enumeration
1971	62,470	63,700
1976	52,187	53,900
Decrease 1971 - 76	10,283	9,800
Percent decrease 1971 - 76	16.5%	15.3%

Source: Australian Bureau of Statistics, various publications, including the 1978 New South Wales Handbook of Local Statistics.

City Sub-Areas



Sub Area	Location/Area	Sub Area	Location/Area
1.	University Area	8.	Victoria Barracks Area
2.	Pymont/Ultimo	9.	Rushcutters Bay
3.	CBD Area	10.	Potts Point
4.	Woolloomooloo	11.	Kings Cross North
5.	Darlinghurst	12.	Kings Cross South
6.	Surry Hills West	13.	Darlinghurst East
7.	Surry Hills East	14.	Moore Park

7. City dwelling stock and occupancy : changes by sub-areas 1971 - 1976

The total occupied dwelling stock has fluctuated up and down since 1947. But the excesses of the building boom between 1971 and 1976 caused a heavy drop in the number of occupied dwellings, and left 19% of the City's total stock unoccupied on June 30th, 1976. *

The number of occupied dwellings in the City dropped by over 600 per year, while the reduction in total dwellings was only 480 per year. These figures indicate that more dwellings were vacated than demolished and this situation was most prevalent in Woolloomooloo (sub-area 4), Darlinghurst (sub-area 5) and Kings Cross South (sub-area 12).

It is important to note that 15,222 persons in the City's 1976 population of 52,187 occupied non-private dwellings (hotels, motels, residential colleges, hospitals, and the like) at the time of the census. This non-private population represents almost 30% of the total.

If non-private dwellings and their occupants are omitted, the City's average dwelling occupancy in 1976 was 1.88 persons per occupied private dwelling, a 7.4% decrease in the 1971 average of 2.03 persons per occupied private dwelling.

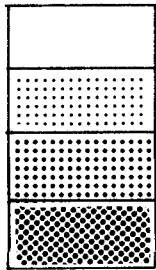
Tables 8 and 9 illustrates change in dwellings and occupancy between 1971 and 1976 on an area-by-area basis. Map 3 summarises information on the total private dwelling stock.

Although the municipality showed an overall drop in total number of dwellings, individual sub-areas had a net increase over the five years. These included Victoria Barracks Area (sub-area 8), where it seems that many terrace houses were sub-divided into flats and flatettes, Rushcutters Bay (sub-area 9) and Moore Park (sub-area 14) where new blocks of flats were built. In each case there was a fall in the average size of household, and total population declined despite the increase in number of dwellings.

*Of these, 1976 Census returns indicate that the reasons were : resident temporarily absent 22%, to let 37%; for sale 5%; new awaiting occupancy 1%; or a total of 65% (3,112 dwellings) unoccupied for what would normally be considered adequate reason.

City Housing Trends 71-76

KEY



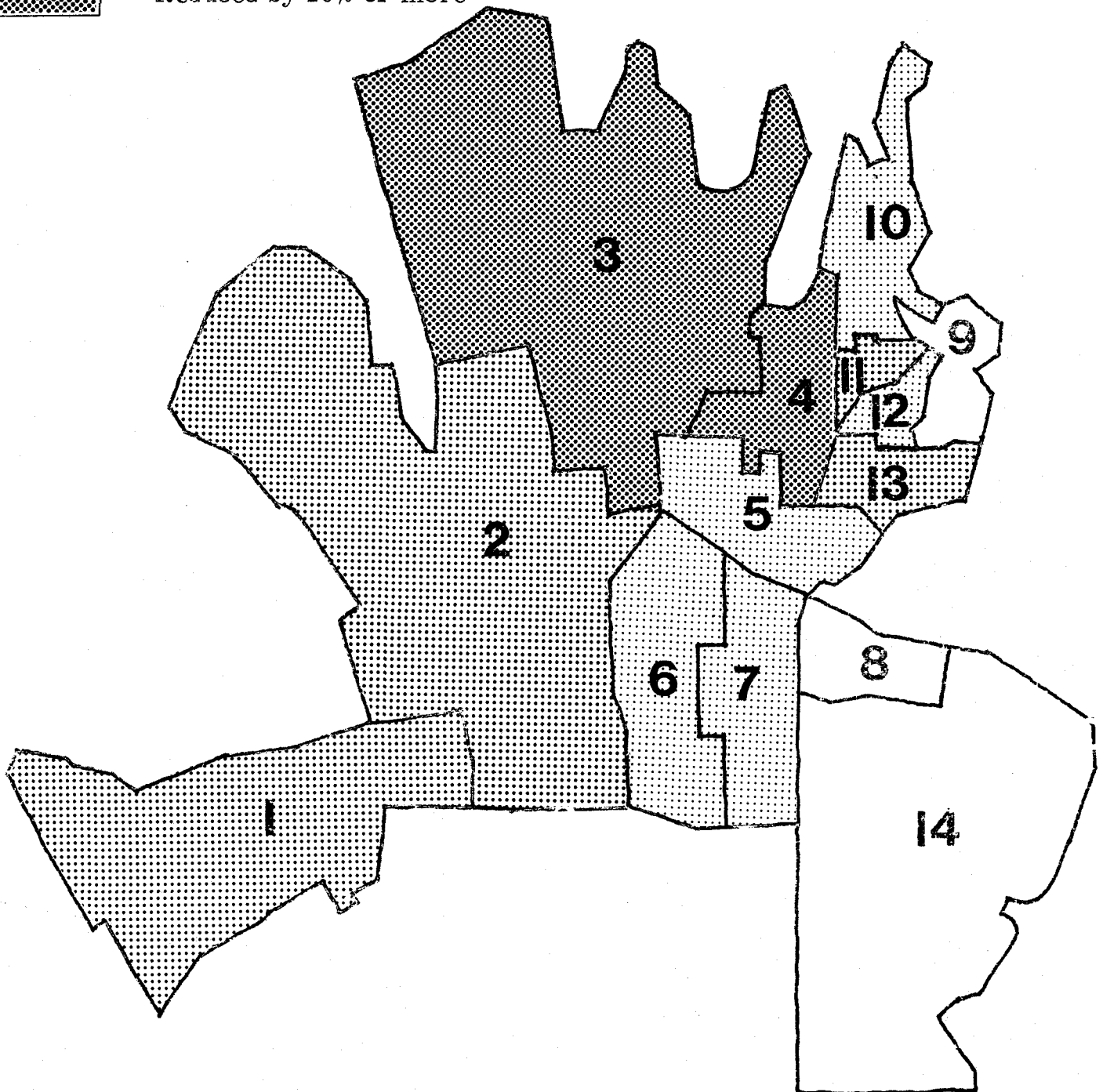
PRIVATE DWELLINGS

Increased Total

Reduced by 0% - 10%

Reduced by 10% - 20%

Reduced by 20% or more



Sub Area	Location/Area
1.	University Area
2.	Pymont/Ultimo
3.	CBD Area
4.	Woolloomooloo
5.	Darlinghurst
6.	Furry Hills West
7.	Surry Hills East

Sub Area	Location/Area
8.	Victoria Barracks Area
9.	Rushcutters Bay
10.	Potts Point
11.	Kings Cross North
12.	Kings Cross South
13.	Darlinghurst East
14.	Moore Park

TABLE 10

CITY OF SYDNEY: PERSONS IN PRIVATE AND NON-PRIVATE DWELLINGS BY SUB-AREAS 1971 - 76

Location	Persons in Non-Private Dwellings		% of Total in Non-Private Dwellings		Persons in Private Dwellings		Occupied Private Dwellings		Avg. Persons per Occupied Private Dwelling	
	1971	1976	1971	1976	1971	1976	1971	1976	1971	1976
1. University Area	3951	3617	47%	51%	4357	3419	1593	1371	2.73	2.49
2. Pyrmont/Ultimo	1849	1569	37%	42%	3106	2199	1056	867	2.94	2.52
3. CBD Area	2299	2118	48%	56%	2508	1645	1235	712	2.03	2.31
4. Woolloomooloo	979	1052	24%	39%	3194	1637	1729	964	1.85	1.70
5. Darlinghurst	1525	1795	27%	37%	4234	3129	2311	1904	1.83	1.64
6. Surry Hills West	1074	575	18%	12%	5018	4119	1995	1792	2.52	2.30
7. Surry Hills East	1447	1397	19%	21%	6070	5139	2502	2361	2.43	2.18
8. Victoria Barracks Area	333	180	20%	13%	1307	1201	530	638	2.47	1.88
9. Rushcutters Bay	333	260	11%	9%	2692	2606	1634	1676	1.65	1.56
10. Potts Point	928	892	24%	25%	2904	2617	1903	1790	1.53	1.46
11. Kings Cross North	693	490	25%	21%	2132	1851	1516	1320	1.41	1.40
12. Kings Cross South	550	658	22%	29%	1946	1618	1334	1137	1.46	1.42
13. Darlinghurst East	408	498	14%	20%	2520	2013	1473	1227	1.70	1.64
14. Moore Park	167	121	3%	3%	3982	3772	1867	1915	2.13	1.97
	16500	15222	26%	29%	45970	36965	22678	19674	2.03	1.88

Source : Australian Bureau of Statistics, Preliminary Computer Printout, February, 1977.

The sub-areas with the lowest average household size were :

	Average persons per occupied:	
	private & non-private dwelling	private dwelling only
Rushcutters Bay (sub-area 9)	1.7	1.56
Potts Point (sub-area 10)	1.96	1.46
Kings Cross North (sub-area 11)	1.76	1.40

A detailed study of population occupying private and non-private dwellings reveals a number of significant trends between 1971 and 1976. Persons occupying non-private dwellings (hotels, motels, residential colleges, hospitals and the like) rose from 26% in 1971 to 29% in 1976. The major increases in the proportion of non-private population 1971 - 1976, were in :

Woolloomooloo (sub-area 4)	proportion rose from 24% in 1971 to 39% in 1976
Darlinghurst (sub-area 5)	proportion rose from 27% in 1971 to 37% in 1976
Sydney CBD (sub-area 3)	proportion rose from 48% in 1971 to 56% in 1976

Average household size of occupied private dwellings also changed between 1971 and 1976. This movement was towards a smaller household size, and the 1976 City figure was 1.88 compared with 2.03 in 1971 (a drop of 7.4%) or .15 persons per household). In individual sub-areas within the City major reductions or private household size occurred over the five years. The most significant were as follows;

Victoria Barracks Area (sub-area 8)	household size down 24% or .59 persons/dwelling from 2.47 in 1971 to 1.88 in 1976.
Surry Hills East (sub-area 7)	size down 10% or .25 persons/ dwelling from 2.43 in 1971 to 2.18 in 1976.

The PEC commented :

"The central area's population decline is most pronounced in the City of Sydney, where it has been hastened over the last few years by office and commercial redevelopment. An old age structure keeps natural increase very low, and it may even become negative ... At the same time out-migration is high and increasing. The proposed residential area for the end of the century is low and unlikely to be altered greatly. Density, already very high (although exaggerated by people living over shops on land zoned for commercial or industrial rather than residential), is not likely to increase as flat construction is slowing down (3,345 were completed 1966 - 71 compared to 4,243 1961 - 66). Often where renovation is occurring migrants are moving out and smaller family groups of higher income are moving in, as for example in Darlinghurst, so renovation will probably add to the population decline. A combination of the above factors makes any changes in the City's population trends highly improbable. On this basis, natural increase is likely to remain negligible and out-migration fairly high, so for the next ten years it was maintained at the average 1961 - 71 level of 2.5% per annum. Since such a decline is unlikely to continue indefinitely the rate was gradually reduced to 1% per annum by 1995 - 2000."

The PEC projection was a straight line projection of historical trends, with no allowance for any change in the economy, the market, planning and development control policy, or active intervention in the City housing field by any Federal, State or Local Authority.

Taking this most pessimistic view, such a trend projection could now be revised downward at, say, an average compound rate of -3% per annum, about the rate estimated by ABS for 1976 - 77, at least for the period 1976 - 86, with a -2% rate thereafter to 1996. This would result in the following City populations in future scheduled Census years:

TABLE 13

CITY OF SYDNEY : PROJECTION 1971 - 96 AT AVERAGE COMPOUND DECLINE OF 3% PER ANNUM 1976 - 86 AND 2 % 1986 - 96.

1976	54,000	(ABS adjusted Census figure)
1981	46,000	
1986	40,000	
1991	36,000	
1996	32,000	(All figures rounded to nearest thousand)

A catalogue of ways to achieve a net overall increase in the physical amount of residential accommodation would include :

- * reducing residential losses through demolitions and changes of use and encouraging the rehabilitation and renovation of old residential buildings for residential uses;
- * rezoning to residential, some areas originally reserved for expressway, industrial and commercial zones, and lifting prohibitions on residential uses in remaining light industrial zones;
- * introducing preservation zonings over existing clusters of terrace and other houses, and making the demolition of houses subject to special consent;
- * encouraging the recycling or conversion of old commercial, industrial and institutional areas, sites and buildings to new residential uses;
- * insisting that any demolition and redevelopment of existing residential accommodation results in the replacement of an equal or greater amount of residential accommodation;
- * increasing or not reducing plot ratios and densities for residential buildings; and
- * relaxing or not strictly enforcing, zoning, building, health and fire safety regulations and policies which add to residential building costs and often prevent the continued use of older buildings or their conversion to new residential uses.

Over the ten years 1966 - 76, the City's physical stock of occupied dwellings fell from 24,800 to 20,200 and the number of unoccupied dwellings rose to 4,629. The original cause of that devastation was the unnecessarily large area of the City zoned by the statutory planning scheme for expressways, institutions, commerce and industry.

During the economic boom, developers, institutions and authorities bought up existing residential buildings in those zones. Many were demolished, but many others were simply vacated and left to decay, pending redevelopment which was not carried out before the collapse of the boom, and which should ideally not now be permitted to happen at any time in the future.

The strict enforcement of fire safety regulations under the new Ordinance 70 has led to the serving of notices requiring owners to carry out costly improvements to old residential buildings. Many owners claim that the costs cannot be justified by practicable rent increases, and as a result, a number of old rooming houses, private hotels, and other residential buildings have been emptied and boarded up. This is one of the factors forcing people (particularly poorer people) to migrate out of the City. By 1981, it could be the major cause of significant numbers of residential buildings being demolished or left unoccupied.

Since 1971, the City Council has carried out detailed planning for action throughout the City's precincts, to improve residential amenity. This process has led to dozens of projects to reduce traffic noise and hazards, and to improve the attractiveness of the City as a place to live. These projects involve widening footpaths and closing streets to create new parks, open spaces, squares and playgrounds, and major programme of tree planting, even in very narrow streets.

The "greening" of the City has been accompanied by other projects to improve the attractiveness of the City as a place to live. These include resident on-street parking priority schemes, better Council Library facilities, a new Child Care Centre, and a wide range of community advice and information centres, social welfare, sporting, recreation and entertainment services.

In 1978 and 1979, the Council was able to significantly reduce the proportion of total Council rates paid by City residential properties. In 1979, residential rates were actually reduced in dollar terms.

The longer term effect of all these measures should be to make City living more attractive to more people, particularly young married couples and families with children. The initial effect has probably been to add to the market pressures which have been increasing the value of existing housing in the City, thus inducing more of the old established and lower-income residents to move out, and accelerating the rehabilitation and renovation of existing houses in residential zones by and for middle-income people, who are often younger, childless and described as "trendy".

Only time will tell whether such younger people will raise children in the City, or whether those who wish to do so will move out to the suburbs and be replaced by other childless households.

- * last but not least, as set out in (a) above, an increase in the total dwelling stock, brought about by the creation each year, by new building or conversion, of more new private dwellings than are inevitably lost by demolition or change of use. However, the number of dwellings can increase, but if average occupancy falls, total population can fall while the number of dwellings increases. This happened in the City between 1947 and 1954, and again between 1961 and 1966. If average occupancies rise, total population can increase even if the number of dwellings remains the same, or even decreases. This has happened during wars, depressions and other periods when development stops but hardships and low incomes force people to crowd together.

With the Sydney Region now entering an historical period of low economic growth, reducing birthrates and increasing out-migration (particularly to Queensland and Western Australia), the Region may be entering a period of zero population growth. In such a situation, even vigorous efforts at residential regeneration of the Region's central City are unlikely to increase its population by 1981 or 1986.

It now appears that to arrest the decline and stabilise the City's population at close to 50,000 is the most that can realistically be striven for over the next 5 to 10 years.

(d) Maintaining or changing social mix

It would be naive to expect the population in and adjacent to the Central Business District of a large metropolitan region to have the same social mix as that of the Region as a whole. The central city in any region serves a special function in housing many non-typical people - migrants from overseas, interstate and rural areas, students, people on shift work in central city locations, and others with special needs to live close to the central city's facilities and services.

The trend for low-income employees in manufacturing, distribution and retail industries to shift residence away from central Sydney has been to a large extent a logical response to the shift of manufacturing, wholesaling, distribution and retailing to the suburbs. The trend for middle-income people in tertiary, mostly office, employment to move back into inner-metropolitan areas has also been to a large extent a logical response to the increasing concentration of such jobs in and around the Central Business District.

The program for the 11 hectare Woolloomooloo site provides for the rehabilitation of 136 dwellings and the building of 378 more, by January, 1982. These 514 dwellings for subsidised rental will rehouse 231 previous residents and at high initial occupancy rates, might house 1,699 more, a total of 1930 residents. However, if the Surry Hills occupancy rates are repeated, the number of residents in the 514 dwellings would only be 909 in the longer term.

Part of the Commission's Woolloomooloo land is currently envisaged as reserved for an additional 256 dwellings to be built by others, on terms and conditions not yet decided.

The Commission's 79 new dwellings in The Rocks scheduled for completion in 1979, will also rehouse some low-income previous City residents as well as new low income residents. At occupancies anticipated by the Commission, these could house 222 people, an average of 2.8 persons per dwelling, but in practice, this may not be sustained.

In summary, the Housing Commission's two current City projects will provide a total of 593 dwellings for subsidised rental to low-income groups. At occupancy levels which are probably over-optimistic, these will house 2,150 people of whom about 300 will be previous City residents rehoused. If Surry Hills occupancy ratios apply, only about 1050 people will be housed, of which 300 will still be previous City residents. This would represent a net gain of between 700 and 1,850 new low-income residents.

Either figure is small compared to the average City population loss of about 2000 per annum between 1971 and 1976.

The net cost per dwelling and per person is extra-ordinarily high because of the high land cost and the low density of the Woolloomooloo project, kept low in the face of community rejection of the higher densities previously achieved by the Commission in its Surry Hills project. The high cost of the Woolloomooloo project was only made possible by an extra-ordinary grant by the 1972 - 75 Federal Government - a gesture unlikely to be repeated in the foreseeable future.

As part of the 1976 - 77 work of review and revision of the City Council's Strategic Plan, the Council's consultant prepared a feasibility study of a proposal to increase the City's population by up to 25,000 people (up to a 50% increase) over 10 years. All estimates were in 1977 dollars. The study assumed that 3,000 vacant dwellings could be bought and rehabilitated

"The options (of alternative techniques for housing of low income single persons, and the conversion of old commercial or industrial buildings for residential use) have at various times been examined, however, none appear to give results which in any way increase the benefits gained from the present expenditure of public housing funds." (24.3.77)

"It is the view of this Commission that the rehabilitation of existing dwellings, however desirable in certain areas, has contributed in the past towards the displacement of low income households from the inner-city and whilst special schemes may be devised in an endeavour to arrest this situation - (Woolloomooloo, Glebe) - no significant impact will be made numerically on the problem of providing inner-city accommodation for low income households by these 'rehabilitation' schemes."

"The only strategy capable of achieving a reversal of the present trend will be through large scale, comprehensive redevelopment as is being proposed by this Commission in the Redfern-Waterloo area. Needless to say, the extent of funds available to this Commission for its housing programme, will have vital bearing on the scale of future housing activities in the inner-city area, - and elsewhere." (4.5.77)

Arising from the consideration of all these complexities of inner-metropolitan population and dwellings, it was concluded that the correct strategy for the City would be to adopt the longer term objective of "residential regeneration". The actions to be pursued during the 1977 - 80 period, in pursuit of this longer term objective, were defined as a combination of all possible major and minor initiatives to stimulate residential regeneration by both Government and private sector developers as well as by private individuals.

The recommended actions were specified in the draft Strategic Plan published in August, 1977. Following public exhibition and debate, these were subsequently adopted by the City Council in May, 1978, without amendment.

"8F. Assist and co-operate with government and other organisations to find sites and finance for new hostels, homes for the aged and accommodation for other special groups.

"8G. Replan Pyrmont, Ultimo and Haymarket in efforts to create new residential development by converting old woolstores, and other surplus government and industrial land and buildings.

"8H. Unify the redevelopment of 2½ hectares of Federal Government and Council land and streets around Belmore Park, to restore the Capitol Theatre and build new mixed development, including housing facing the Park.

"8I. Help get new housing built on existing non-residential Council-owned land, by offering sites for long lease or sale on easy terms.

"8J. Help people wanting to rehabilitate or recycle existing buildings for residential uses by giving low cost help and advice on planning and building regulations and techniques."

Other relevant associated actions were defined under the Finance and Management Objectives ... "Reduce the proportion of rates paid by residents..."

Under the Community Life Objective, a series of associated actions were defined under the headings of City Wide Services, Local Resident Services and the Greening of the City :

"4. CITY-WIDE SERVICES

Continue to provide and help co-ordinate a wide diversity of community facilities, services, activities and attractions throughout the City for residents, workers, shoppers and visitors. Continue to oppose the expansion of big, over-centralised educational and hospital institutions throughout the City.

"4E. Continue to press the State Government to sort out the mess in Haymarket/Ultimo, where unco-ordinated State authorities and institutions still plan to concentrate 60,000 students in a 12 hectate "special use" zone. Continue to advocate redevelopment for housing, eating places and shops, preserving Paddy's Market and enhancing Chinatown.

"5G. Provide, in co-operation with other authorities, the full range of expanded and new community facilities planned for Woolloomooloo.

"5H. Extend the use by local residents of local parks and places for ethnic and other festivals, music, art shows and entertainment."

"6. THE "GREENING" OF THE CITY

Continue to implement Council's tree planting and anti-pollution programs and projects for :

local streetscapes, footpath widenings, pedestrian places, parks and playgrounds;

cycleways; and

the use of electric-drive vehicles to replace internal combustion engines.

"6A. Overcome all obstacles to landscaping and opening to the public all 45 of Council's 1971 - 77 projects to create 14 hectares of new parks, squares, rest and recreation reserves.

"6B. Continue to work with local business people, residents and State authorities, to increase the area and number of the City's parks and reserves.

"6C. Continue to widen, plant trees in, and repave footpaths and create a safe City-wide walkway network through Precincts and under or over roads like South Dowling, Cleveland, Elizabeth, George, Macquarie, William and Oxford Streets.

"6D. Continue to plant more than 1,000 trees a year and to give trees free to local residents.

"6E. Win for trees a higher priority for space in footpaths by persuading utility authorities to reallocate spaces for wires and pipes.

"6F. Press the State Government to tighten the City's Tree Preservation Order so Council can effectively prosecute people who allow trees to be removed without Council's consent.

"6G. Ensure the maintenance of landscaping around new projects by imposing permanently enforceable conditions on development consents.

APPENDIX:

SUMMARY CENSUS TABULATIONS

1976 CENSUS PAGES C40 - C44

1971 CENSUS PAGES C45 - C47

1 SYDNEY STATISTICAL DIVISION

1 CENTRAL SYDNEY STATISTICAL SUBDIVISION

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ABS 1976 CENSUS OF POPULATION AND HOUSING

4. BIRTHPLACE OF PARENTS OF THE OVERSEAS BORN POPULATION

BIRTHPLACE OF FATHER	AUSTRALIA		UK AND EIRE		OTHER EUROPE		ASIA		OTHER COUNTRIES		NOT STATED		TOTAL	
	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES
AUSTRALIA	63	86	20	51	6	10	10	7	24	42	3	0	126	197
UK AND EIRE	25	24	2645	1597	41	43	16	29	113	99	32	7	2872	1798
OTHER EUROPE	14	6	45	29	4163	2518	23	14	47	40	55	19	4346	2626
ASIA	3	1	19	8	24	13	1418	1029	39	25	7	1	1511	1076
OTHER COUNTRIES	38	39	78	47	31	26	8	15	1395	1227	11	5	1561	1359
NOT STATED	6	0	17	14	27	47	3	17	4	9	366	197	422	284
TOTAL OVERSEAS BORN	149	156	2824	1746	4292	2657	1477	1111	1622	1442	474	229	10838	7340

10. BIRTHPLACE, CITIZENSHIP AND PERIOD OF RESIDENCE

BIRTHPLACE	TOTAL		AUSTRALIA		OTHER COUNTRIES		NOT STATED		UNDER 5 YEARS		5 YRS AND OVER		NOT STATED	
	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES	MALES	FEMALES
AUSTRALIA	9093	9793	9093	9793										
NEW SOUTH WALES	1815	895	1815	895										
VICTORIA	902	873	902	873										
QUEENSLAND	305	237	305	237										
SOUTH AUSTRALIA	253	208	253	208										
WESTERN AUSTRALIA	206	224	206	224										
TASMANIA	16	11	16	11										
NORTHERN TERRITORY	36	40	36	40										
AUST CAP TERRITORY	5808	4093	5808	4093										
AUSTRALIA, UNDEFINED	17634	16375	17634	16375										

OVERSEAS	868	835	115	132	745	689	7	15	489	461	244	223	134	151
NEW ZEALAND	2889	1751	838	621	1993	1867	58	64	603	329	1578	907	708	516
UK AND EIRE	98	64	12	10	75	53	3	1	37	36	34	17	19	11
CANADA	256	161	25	15	227	146	4	1	176	106	53	36	27	20
USA	126	68	59	37	65	31	2	0	14	12	74	35	37	20
AUSTRIA	312	260	131	148	177	112	4	0	56	37	185	135	72	88
GERMANY	137	62	63	35	70	24	4	3	20	8	94	44	23	9
NETHERLANDS	198	55	169	50	27	6	2	0	2	2	141	32	55	22
CZECHOSLOVAKIA	257	136	221	118	35	13	2	5	13	9	125	70	120	57
HUNGARY	200	108	160	95	35	13	5	0	4	5	129	71	67	32
USSR	48	48	33	41	9	4	6	3	5	1	22	24	21	23
YUGOSLAVIA	589	291	279	151	218	135	13	6	39	29	257	133	213	129
GREECE	598	471	436	334	149	128	13	9	23	25	269	215	307	231
ITALY	547	210	327	127	209	79	10	4	35	19	291	126	221	65
MALTA	282	179	91	63	176	112	15	4	7	10	149	91	126	77
CYPRUS	126	105	65	43	61	62	0	0	19	29	65	42	42	34
TURKEY, LEBANON	242	170	129	90	109	76	4	5	37	25	117	76	88	69
EGYPT	107	73	86	56	19	16	0	0	15	15	47	33	45	25
OTHER EUROPE	1196	735	451	198	693	488	53	49	216	177	602	294	379	260
OTHER ASIA	1203	881	416	306	762	559	24	15	652	475	293	212	258	193
OTHER AMERICA	374	386	65	61	288	308	21	16	205	222	82	76	68	88
OTHER AFRICA	118	98	52	42	66	55	0	1	56	52	44	39	18	17
OTHER OCEANIA	152	191	48	111	94	76	11	5	81	103	24	58	48	35
AT SEA	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL OVERSEAS BORN	10838	7340	4275	2883	6303	4251	260	205	2895	2185	4917	2977	3116	2174

TOTAL POPULATION

PERIOD	AUSTRALIA		PERSONS BORN OVERSEAS	
	MALES	FEMALES	PERSONS	PROP %
UNDER 1 YEAR	433	408	841	5.1
1 AND UNDER 2 YEARS	403	374	776	4.7
2 AND UNDER 3 YEARS	405	346	750	4.6
3 AND UNDER 4 YEARS	280	221	501	3.1
4 AND UNDER 5 YEARS	299	191	489	3.0
5 AND UNDER 10 YEARS	1359	873	2232	13.6
10 AND UNDER 15 YEARS	646	490	1134	7.2
15 AND UNDER 25	1365	758	2122	13.0
25 YEARS AND OVER	1477	830	2306	14.1
NOT STATED	3051	2125	5176	31.6
TOTAL RESIDENTS	9754	6614	16368	100.0
VISITORS	1084	726	1810	10.0
TOTAL OVERSEAS BORN	10838	7340	18178	100.0

12. RELIGIOUS DENOMINATION	MALES	FEMALES	PERSONS	PROP %
BAPTIST	124	113	237	0.5
CATHOLIC, ROMAN CATHOLIC	7587	7503	15089	28.9
CHURCH OF ENGLAND	5179	5298	10477	20.1
LUTHERAN	240	135	375	0.7
METHODIST	624	614	1238	2.4
PRESBYTERIAN	918	1000	1918	3.7
OTHER CHRISTIAN	2315	1993	4308	8.3
TOTAL CHRISTIAN	16938	16655	33593	64.5
HEBREW	207	239	446	0.9
MUSLIM	282	150	432	0.8
OTHER NON-CHRISTIAN	230	151	381	0.7
TOTAL NON-CHRISTIAN	719	540	1259	2.4
NOT CLASSIFIABLE	245	127	372	0.7
NO RELIGIOUS DENOM	4284	2362	6646	12.7
NOT STATED	6236	4032	10267	19.7
TOTAL POPULATION	20472	23715	52186	100.0

13. EDUCATIONAL INSTITUTION CURRENTLY ATTENDING	MALES	FEMALES	PERSONS	PROP %
SCHOOL				
PRIMARY	652	616	1268	50.6
SECONDARY	333	352	745	29.7
PRIMARY AND SECONDARY	75	371	446	17.6
OTHER	28	18	46	1.8
TOTAL GOVT SCHOOLS	791	703	1494	58.1
TOTAL NON-GOVT SCHOOLS	396	655	1051	41.9
TOTAL ALL SCHOOLS	1187	1357	2544	100.0
OTHER INSTITUTIONS				
UNIVERSITY AND CAE	1333	970	2354	57.9
OTHER	659	1050	1709	42.1
TOTAL	20472	23715	52186	100.0
NOT ATTENDING	17300	14415	31715	60.8
NOT STATED	7982	5922	13904	26.6
TOTAL POPULATION	20472	23715	52186	100.0

14. AGE LEFT SCHOOL	MALES	FEMALES	PERSONS	PROP %
12 YEARS OLD OR YOUNGER	848	684	1532	2.9
13 YEARS OF AGE	636	485	1011	2.0
14 YEARS OF AGE	3431	2685	6115	11.7
15 YEARS OF AGE	3991	3527	7518	14.4
16 YEARS OF AGE	3204	3142	6346	12.2
17 YEARS OF AGE	2551	2786	5336	10.2
18 YEARS OF AGE	2476	1949	4425	8.5
19 YEARS OF AGE OR OLDER	1413	655	2068	4.0
NEVER ATTENDED SCHOOL	361	318	678	1.3
STILL ATTENDING SCHOOL	1574	1735	3310	6.3
NOT ATTENDING SCHOOL	1304	1167	2472	4.7
AGE 0-4 YEARS	1067	998	2065	4.0
AGE 5-14 YEARS	237	169	407	0.8
NOT STATED	6772	4553	11325	21.7
TOTAL POPULATION	20472	23715	52186	100.0

15. QUALIFICATIONS - HIGHEST LEVEL OBTAINED	MALES	FEMALES	PERSONS	PROP %
LEVEL				
DOCTORAL, MASTERS DEGREE	246	88	334	0.7
GRADUATE DIPLOMA	96	117	212	0.5
BACHELOR DEGREE	1164	468	1632	3.5
DIPLOMA	600	603	1203	2.6
TECHNICIAN CERTIFICATE	737	1470	2206	4.7
TRADE CERTIFICATE	2550	483	3033	6.4
LEVEL NOT APPLICABLE	213	521	733	1.6
NO QUALIFICATIONS	13443	12493	25936	55.1
NOT STATED	6830	4959	11789	25.1
TOTAL POPULATION 15 YRS+	25886	21201	47087	100.0

16. INCOME - ANNUAL PERSONAL	MALES	FEMALES	PERSONS	PROP %
AMOUNT				
NONE	1446	2907	4353	9.2
LESS THAN \$1500	724	899	1623	3.4
OVER \$1500 - \$2000	1282	1319	2600	5.5
OVER \$2000 - \$3000	2687	2797	5484	11.6
OVER \$3000 - \$4000	815	1122	1937	4.1
OVER \$4000 - \$5000	966	1964	2950	6.3
OVER \$5000 - \$6000	2029	1860	3889	8.1
OVER \$6000 - \$7000	2882	1710	4592	9.6
OVER \$7000 - \$8000	2391	1286	3676	7.6
OVER \$8000 - \$9000	1740	683	2423	5.1
OVER \$9000 - \$12000	2152	762	2915	6.2
OVER \$12000 - \$15000	889	201	1090	2.3
OVER \$15000 - \$18000	393	59	451	1.0
OVER \$18000	747	69	815	1.7
NOT STATED	4723	3556	8279	17.6
TOTAL POPULATION 15 YRS+	25886	21201	47087	100.0

43. POWER OR FUEL USED IN OCCUPIED PRIVATE DWELLINGS				
NO OF DWELLINGS	NO OF DWELLINGS	NO OF DWELLINGS	NO OF DWELLINGS	
COOKING LIGHTING HEATING BATH WIR				
POWER OR FUEL USED	24	10	46	
ELECTRICITY	7693	11034	7696	
GAS	9064	866	5266	
OIL, KEROSENE	8	8	1776	
SOLAR ENERGY	8	22	8	
OTHER	6	75	8	
NO FUEL STATED	33	6	162	
NOT STATED	2636	3354	4166	
TOTAL OCCUPIED PTE DWGS	19496	19496	19496	
44. NATURE OF OCCUPANCY-NO OF OCCUPIED PTE DWGS, NO OF PERSONS				
NO DWGS	NO DWGS	NO DWGS	NO DWGS	
PROP %	PROP %	PROP %	PROP %	
OWNER	2566	13.2	5425	14.8
PURCHASER	1346	6.9	3237	8.3
OWNER/PURCHASER UNDEFINED	50	0.3	115	0.3
RENTAL-HOUSING AUTHORITY	650	3.3	1171	3.2
RENTAL-OTHER	11642	59.7	21068	57.4
OTHER	66	0.3	1295	3.5
NOT STATED	2636	13.5	4364	11.9
TOTAL OCCUPIED PTE DWGS	19496	100.0	36674	100.0
45. WEEKLY RENT-NO OF OCCUPIED RENTED PTE DWGS, NO OF PERSONS				
NO DWGS	NO DWGS	NO DWGS	NO DWGS	
PROP %	PROP %	PROP %	PROP %	
LESS THAN \$10	610	5.0	926	4.2
\$10 - \$19	2262	18.4	3488	19.7
\$20 - \$29	3026	24.6	5040	22.7
\$30 - \$39	2556	20.8	4622	20.8
\$40 - \$49	1508	12.3	3140	14.1
\$50 - \$59	693	5.6	1563	7.8
\$60 - \$69	312	2.5	802	3.6
\$70 - \$79	154	1.3	415	1.9
\$80 - \$89	56	0.8	254	1.1
\$90 - \$99	15	0.9	321	1.4
AND OVER	15	0.9	1669	7.5
NOT STATED	969	7.9	1669	7.5
TOTAL RENTED OCC PTE DWGS	12292	100.0	22239	100.0
46. SOURCES OF MORTGAGES, OCC PTE DWELLINGS BEING PURCHASED				
NO OF MORTGAGES	NO OF MORTGAGES	NO OF MORTGAGES	NO OF MORTGAGES	
1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	
PROP %	PROP %	PROP %	PROP %	
TRADING BANK	324	54	378	25.4
SAVINGS BANK	265	20	306	20.6
BUILDING SOCIETY	265	0	266	17.9
MORTGAGING COMMISSION	4	0	4	0.3
OTHER	412	82	494	33.2
NOT STATED	34	30	38	2.6
TOTAL NUMBER OF MORTGAGES	1326	160	1486	100.0

47. MONTHLY MORTGAGE PAYMENTS BY NUMBER OF MORTGAGES				
NO OF DWELLINGS	NO OF DWELLINGS	NO OF DWELLINGS	NO OF DWELLINGS	
1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	1 MORTG 2+ MORTG ALL MORTG	
PROP %	PROP %	PROP %	PROP %	
LESS THAN \$25	4	4	0.3	
\$ 25 - \$ 49	12	12	0.8	
\$ 50 - \$ 74	94	74	6.6	
\$ 75 - \$ 99	74	74	6.6	
\$100 - \$124	140	140	9.7	
\$125 - \$149	114	114	8.1	
\$150 - \$174	120	120	8.6	
\$175 - \$199	104	104	7.3	
\$200 - \$224	194	194	13.6	
\$225 - \$249	46	46	3.2	
\$250 - \$274	60	60	4.2	
\$275 - \$299	32	32	2.2	
\$300 - \$324	56	56	3.9	
\$325 - \$349	14	14	1.0	
\$350 - \$374	22	22	1.5	
\$375 - \$399	74	74	5.2	
\$400 - \$424	114	114	8.1	
\$425 - \$449	120	120	8.6	
\$450 - \$474	104	104	7.3	
\$475 - \$499	194	194	13.6	
\$500 - \$524	46	46	3.2	
\$525 - \$549	60	60	4.2	
\$550 - \$574	32	32	2.2	
\$575 - \$599	56	56	3.9	
\$600 - \$624	14	14	1.0	
\$625 - \$649	22	22	1.5	
\$650 - \$674	74	74	5.2	
\$675 - \$699	114	114	8.1	
\$700 - \$724	120	120	8.6	
\$725 - \$749	104	104	7.3	
\$750 - \$774	194	194	13.6	
\$775 - \$799	46	46	3.2	
\$800 - \$824	60	60	4.2	
\$825 - \$849	32	32	2.2	
\$850 - \$874	56	56	3.9	
\$875 - \$899	14	14	1.0	
\$900 - \$924	22	22	1.5	
\$925 - \$949	74	74	5.2	
\$950 - \$974	114	114	8.1	
\$975 - \$999	120	120	8.6	
AND OVER	104	104	7.3	
NOT STATED	114	114	8.1	
TOTAL OCC MORTG PTE DWGS	1326	1326	100.0	
48. STRUCTURE OF BUILDING - ALL PRIVATE DWELLINGS				
NO DWGS	NO DWGS	NO DWGS	NO DWGS	
PROP %	PROP %	PROP %	PROP %	
SEPARATE HOUSE	566	2.4	13716	56.5
FLATS OR HOME UNITS, ETC.	13716	56.5	6106	33.4
IMPROVED DWELLING	8	0.0	20	0.1
MOBILE DWELLING	20	0.1	1826	7.5
NOT STATED	1826	7.5	24262	100.0
49. REASON PRIVATE DWELLING UNOCCUPIED				
NO DWGS	NO DWGS	NO DWGS	NO DWGS	
PROP %	PROP %	PROP %	PROP %	
FOR SALE	240	5.0	1764	37.0
TO LET, NOT HOLIDAY HOME	1764	37.0	42	0.9
NEW, WAITING OCCUPANCY	42	0.9	408	8.6
VACANT FOR REPAIR, ETC.	408	8.6	14	0.3
HOLIDAY HOME	14	0.3	478	10.0
CONDEMNED FOR DEMOLITION	478	10.0	1066	22.4
RESIDENT TEMPORILY ABSENT	1066	22.4	252	5.3
OTHER	252	5.3	502	10.5
NOT STATED	502	10.5	4766	100.0
TOTAL UNOCCUPIED PTE DWGS	4766	100.0		

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POPULATION				POPULATION—continued			
	Males	Females	Persons		Males	Females	Persons
Total population	33,556	28,914	62,470	Total population	33,556	28,914	62,470
AGE (years)—				BIRTHPLACE BY NATIONALITY—			
0-4	1,595	1,424	3,019	Australia			
5-9	1,006	1,002	2,008	British	19,240	19,501	38,741
10-14	958	1,058	2,016	Other
15-19	1,894	2,772	4,666	New Zealand			
20-24	4,358	4,142	8,500	British	954	797	1,751
25-29	3,596	2,654	6,250	Other	102	89	191
30-34	2,629	1,720	4,349	Europe—			
35-39	2,446	1,514	3,960	U.K. and Ireland			
40-44	2,722	1,633	4,355	British	3,114	2,014	5,128
45-49	2,764	1,790	4,554	Other	350	239	589
50-54	2,362	1,736	4,098	Austria			
55-59	2,105	1,801	3,906	British	105	83	188
60-64	1,821	1,684	3,505	Other	122	45	167
65-69	1,443	1,325	2,768	Czechoslovakia			
70 and over	1,857	2,659	4,516	British	130	37	167
Total under 21	6,219	7,115	13,334	Other	137	56	193
Total 21 and over	27,337	21,799	49,136	Germany			
RELIGION—				British	167	190	357
Baptist	195	165	360	Other	294	146	440
Brethren	8	18	26	Greece			
Roman Catholic and				British	362	234	596
Catholic (undefined)	10,320	9,845	20,165	Other	640	618	1,258
Churches of Christ	35	47	82	Hungary			
Church of England	6,804	7,397	14,201	British	227	152	379
Congregational	52	56	108	Other	82	33	115
Greek and other Orthodox	1,894	1,611	3,505	Italy			
Jehovah's Witness	27	43	70	British	283	112	395
Lutheran	338	232	570	Other	461	204	665
Methodist	830	838	1,668	Malta			
Presbyterian	1,261	1,298	2,559	British	480	303	783
Salvation Army	67	75	142	Other	60	38	98
Seventh Day Adventist	27	32	59	Netherlands			
Protestant (undefined)	635	497	1,132	British	107	57	164
Other Christian	371	314	685	Other	124	71	195
Total Christian	22,864	22,468	45,332	Poland			
Hebrew	318	297	615	British	193	92	285
Muslim	238	140	378	Other	87	28	115
Other non-Christian	210	137	347	U.S.S.R.			
Total non-Christian	766	574	1,340	British	83	67	150
Indefinite	188	75	263	Other	91	67	158
No religion	4,780	2,555	7,335	Yugoslavia			
No reply	4,958	3,242	8,200	British	185	104	289
MARITAL STATUS—				Other	452	327	779
Never married	17,827	13,006	30,833	Other Europe			
Married	11,308	9,865	21,173	British	383	195	578
Permanently separated	1,619	1,225	2,844	Other	1,400	946	2,346
Divorced	1,603	1,408	3,011	Total Europe			
Widowed	1,199	3,410	4,609	British	5,819	3,640	9,459
NATIONALITY—				Other	4,300	2,818	7,118
British	27,194	24,870	52,064	Asia			
Other	6,362	4,044	10,406	British	688	541	1,229
				Other	705	437	1,142
				Africa			
				British	217	138	355
				Other	113	66	179
				America—			
				Canada			
				British	161	94	255
				Other	14	8	22
				U.S.A.			
				British	19	26	45
				Other	773	268	1,041
				Other America			
				British	13	3	16
				Other	164	183	347
				Total America			
				British	193	123	316
				Other	951	459	1,410
				All other			
				British	83	130	213
				Other	191	175	366

See Explanatory Notes for details of classifications and abbreviations.

036 SYDNEY (C)—continued

LABOUR FORCE—continued

	Males	Females	Persons
Total labour force	22,510	12,657	35,167
OCCUPATION—			
Professional	1,983	2,674	4,657
Administrative	1,553	408	1,961
Clerical	1,722	3,216	4,938
Sales workers	1,008	785	1,793
Farmers etc.	247	28	275
Miners	22	..	22
Transport workers	1,299	300	1,599
Craftsmen etc.	7,856	1,432	9,288
Service workers etc.	2,334	2,419	4,753
Armed Services	421	14	435
Other and not stated	3,227	1,017	4,244
Unemployed	838	364	1,202
USUAL MAJOR ACTIVITY—			
Working	21,931	11,562	33,493
Home duties	..	777	777
Child at school	24	14	38
Full-time student	216	206	422
Other	339	98	437

MARITAL STATUS—			
Never married	10,553	6,571	17,124
Married	8,945	3,789	12,734
Other	3,012	2,297	5,309

DWELLINGS AND HOUSEHOLDS

CLASSES OF OCCUPIED DWELLING

	Total		Total
Separate house	820	Other flat	5,223
Semi-detached house	932	Caravan etc.	17
Attached house	213	Total private	22,678
Terrace house	5,416	Non-private	529
Villa unit	58		
Self-contained flat	9,999	Total	23,207

POPULATION IN FLATS BY SIZE OF BLOCK OF FLATS

No. of flats in block	Population	No. of flats in block	Population
1	1,602	17 and over	9,458
2-8	3,422		
9-16	3,198	Total	17,680

HOUSES AND FLATS BY AVERAGE WEEKLY RENT

	Private houses	Self-cont. flats		
Rented—	Number	Av. Rent(\$)	Number	Av. Rent(\$)
Furnished	1,380	21.03	3,645	24.48
Unfurnished—				
S.H.A.	40	6.38	505	9.15
Other	2,195	14.14	2,895	17.38
Not stated	449	..	497	..

UNOCCUPIED PRIVATE DWELLINGS—REASON UNOCCUPIED

	Private houses	Self-cont. flats	Other	Total
For sale or let	259	779	545	1,583
New	4	110	2	116
Under repair	174	83	17	274
Holiday home	4	59	1	64
Temporary only	238	715	234	1,187
Other & not stated	407	243	114	764
Total	1,086	1,989	913	3,988

HOUSEHOLD CLASSIFICATION—TOTAL POPULATION AND NUMBER OF HOUSEHOLDS IN PRIVATE DWELLINGS

Classification (See Explanatory Notes)

Class	House-holds	Population	Class	House-holds	Population
A	18,279	32,132	D	790	3,670
B	520	2,215	E	50	294
C	3,039	7,659	Total	22,678	45,970

DWELLINGS AND HOUSEHOLDS—continued

	Houses	Flats	Other	Total
Total occupied private dwellings	7,439	9,999	5,240	22,678
No. OF PERSONS—				
1	1,880	4,885	4,151	10,916
2	1,982	3,548	788	6,318
3	1,241	952	182	2,375
4	1,073	392	70	1,535
5	616	132	24	772
6	297	43	16	356
7	162	25	4	191
8 and over	188	22	5	215
No. OF ROOMS—				
1	268	1,770	3,326	5,364
2	336	2,606	1,012	3,954
3	721	2,654	284	3,659
4	1,492	1,868	100	3,460
5	1,963	655	49	2,667
6	1,617	202	78	1,897
7 and over	1,042	244	391	1,677

No. OF BEDROOMS—				
0	320	2,284	2,591	5,195
1	800	3,864	893	5,557
2	2,313	2,500	120	4,933
3	1,985	479	54	2,518
4	940	90	43	1,073
5 and over	520	115	248	883
Not stated	561	667	1,291	2,519

NATURE OF OCCUPANCY—

Owner	2,554	1,570	117	4,241
Tenant of S.H.A.	60	577	13	650
Tenant, other	4,004	6,965	3,824	14,793
Other and not stated	821	887	1,286	2,994

FACILITIES—

Gas only	26	5	7	38
Electricity only	1,521	3,686	1,255	6,462
Gas and elec.	5,414	5,764	2,895	14,073
No gas or elec.	8	8	12	28
Not stated	470	536	1,071	2,077

With T.V.	4,221	5,626	1,264	11,111
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SEWERAGE—

Mains sewer	6,822	9,307	4,148	20,277
Separate system	94	106	70	270
Sanitary pan	7	10	11	28
Other and not stated	516	576	1,011	2,103

MOTOR VEHICLES

AT DWELLING—				
0	4,060	6,213	3,311	13,584
1	2,124	2,635	516	5,275
2 and over	533	321	77	931
Not stated	722	830	1,336	2,888

MATERIAL OF OUTER WALLS—

Brick	6,423	8,621	4,489	19,533
Brick veneer	68	125	80	273
Stone	595	244	331	1,170
Concrete	224	931	230	1,385
Timber	104	19	52	175
Metal	1	..	4	5
Fibro-cement	21	46	42	109
Other	3	13	12	28

See Explanatory Notes for details of classifications and abbreviations.

THE SYDNEY CITY COUNCIL'S STRATEGIC PLAN

OBJECTIVES AND ACTION 1977 - 80

ANNEXURE D:

THE GREENING OF THE CITY OF SYDNEY:
NEW PARKLAND, RECREATION AND REST AREAS
IN THE CITY.

ANNEXURE D

THE GREENING OF THE CITY OF SYDNEY:
NEW PARKLAND, RECREATION AND REST AREAS IN THE CITY

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- * improve the appearance of the "streetscape"; and/or
- * add to the area of the City's parklands, recreation and rest reserves.

It was recognised that the greatest immediate opportunities lay in the 24 per cent (320 hectares) of the City's area which in 1971 was used for roads and streets. Other strategies for creating new parks and reserves without straining the City's budget, have been to acquire small pieces of well located and available private property for new "mini parks", and to transform surplus pieces of Council owned land, or of lands left over from major public construction projects, including new roadworks.

Over the period 1971 to 1977, a total of 35 such projects were completed on the ground. Of these, 31 were initiated by the City Council, and 4 by State authorities. They added a total of 6.88 hectares (17 acres) to the area of the City's parks, recreation and rest reserves and 0.32 hectares (0.8 acre) of new footways and greenspace in public road reserves, a total of 7.2 hectares (or 17.8 acres) as set out in Tables 2, 3, 4, and 5.

By April, 1979, in the 1977 - 80 triennium, there were a further 52 projects in progress or under consideration involving a total potential additional area of 9.478 hectares (or 23.4 acres) as summarised on Table 6.

These include :

33 full closures of streets totalling
6.839 hectares (see Tables 7 and 8);

2 projects for new parks and reserves
from land other than streets, totalling
0.745 hectares (see Table 9); and

17 partial closures of streets totalling
1.894 hectares (see Table 10.)

Proposals involving the full or partial closure of streets must, since 1976, receive the consent of the new Traffic Authority of New South Wales, which subjects them to rigorous and critical examination.

Required procedures include public advertisement and exhibition of proposals, and the consideration of objections from any person or organisation. Trial closures of up to six months duration are also usually required.

Many projects must await the completion of other work. In 1979, a number of City Council projects are delayed awaiting, for example, the long-expected opening of the Eastern Suburbs Railway and the consequent reorganisation of bus routes. Other projects await a State Government decision on the route of the eastern distributor roadway.

TABLE 1

PARKS, RECREATION AND OTHER PUBLIC OPEN SPACE RESERVES
1971 AND 1977, INCLUDING SPORTSGROUNDS, PLAYGROUNDS, SQUARES
AND PLAZAS, BUT EXCLUDING FOOTWAYS AND GREENSPACE IN PUBLIC
ROAD RESERVES.

Area in hectares		
Controlled by City Council, 1971 :		
Moore Park*	104.9*	
Hyde Park	16.8	
Victoria Park	8.4	
Prince Alfred Park	7.5	
Rushcutters Bay Park	4.7	
Dawes Point Park	2.0	
Observatory Park	2.0	
Phillip Park	1.5	
Cook Park	1.1	
Eddie Ward Park*	0.8*	
*since enlarged		
smaller reserves	10.5	160.2
Created by City Council, 1971 - 77 :		
from full closures of streets - (excluding 0.319 ha of footway widening etc)	3.842	
from lands other than streetspace -	2.083	5.925
Controlled by City Council 1977:		166.125
Controlled by State Government, 1971 :		
Botanical Gardens (including Government House)	37.7	
The Domain	30.8	
Sydney Cricket Ground	7.3	
Sydney Sports Ground	3.6	79.4
Created by State Government, 1971 - 77 :		
DMR Western Distributor reserves**	0.600	
Law Courts plaza, Queens Square***	0.292	
Foundation Park, The Rocks	0.046	
Bushell Place, The Rocks	0.018	0.956
Controlled by State Government, 1977 :		80.356
TOTAL PARKS, RECREATION AND REST RESERVES 1971 :		239.60
1977 :		246.48

** Leased and maintained by the City Council.

*** The Law Courts plaza is to be transferred to City Council control.

Additional projects proposed and/or being implemented
in 1978 - 79 - 80 involve the creation of a further 7.5 ha of parks
recreation and rest reserves, and a further 1.9 ha of footway widenings.

TABLE 3

NEW PARKLAND, RECREATION AND REST RESERVES CREATED 1971 - 77
BY FULL CLOSURES OF STREETS

Number	Location	Area in hectares
1.	<u>Surry Hills:</u> Riley Street: closure between Devonshire and Belvoir Streets and incorporation into Eddie Ward Park	0.140 ha
2.	Parkham Street: closure at South Dowling Street, near the Bourke Street Primary School	0.031 ha
3.	<u>South Paddington:</u> Ulster Street: closure between Oxford Street and Church Place	0.040 ha
4.	Elizabeth Street: closure between Oxford and Gordon Streets	0.106 ha
5.	Newcombe Street: closure between Oxford and Gordon Streets	0.093 ha
6.	<u>Moore Park:</u> Grand Drive: closure between Anzac Parade and Robertson Road and incorporation into Moore Park (closure implemented but landscaping awaits finalisation of legal arrangements by State authorities)	2.300 ha
7.	<u>Central Business District:</u> Regimental Square: closure of Wynyard Street between George Street and Wynyard Lane	0.050 ha
8.	Macquarie Place: closure between Bridge Street and Reiby Place	0.130 ha
9.	Farrar Place: closure between Bent and Young Street	0.090 ha
10.	Queens Square: closure of King Street between Phillip and Macquarie Streets by State authorities for the Commonwealth-State Law Courts plaza	0.292 ha
11.	Martin Place: the 3 plazas - George to Pitt,	
12.	Pitt to Castlereagh and	
13.	Phillip to Macquarie Streets	0.862 ha
Total new reserves from street closures nos. 1 - 13 inclusive, completed 1971 - 1977 :		4.134 ha*

* Created by City Council (all except project 10): 3.842 ha

TABLE 5

NEW FOOTWAYS AND GREENSPACE CREATED 1971 - 77
 PARTIAL CLOSURES OF STREETS AND STREETSPACE REARRANGEMENTS

Number	Location	Area in hectares
<u>Kings Cross and Elizabeth Bay:</u>		
28.	Roslyn Street, near Darlinghurst Road	0.015 ha
29.	Enlargement of John Armstrong Reserve by narrowing of Greenknowe and Onslow Avenues	0.036 ha
30.	Bayswater Road footway widening from Darlinghurst Road to Kellett Street and new Ward Avenue	0.100 ha
31.	William Street from Brougham Street to Victoria Street	0.020 ha
<u>Centennial Park:</u>		
32.	Lang Road footway widening at southern end, excluding new planting areas on carriageway	0.020 ha
33.	Darvall Street footway widening between Lang Road and Cook Roads	0.020 ha
<u>Central Business District:</u>		
34.	Richard Johnson Square: Bligh and Hunter Streets	0.045 ha
35.	Railway Square Rest Reserve	0.063 ha
Total new footways and greenspace from partial closures of streets and streetspace rearrangements nos. 28 - 35 inclusive completed 1971 - 77 :		0.319 ha

Note: The northern footway of William Street is gradually being widened by 8 feet by the setting back of new buildings as they are built. By 1977, this footway widening had been completed along the frontages of 4 new buildings: the Boulevard Hotel, the adjacent Westfield Tower, the Bank of NSW building and the Olivetti building.

TABLE 7

NEW PARKLAND, RECREATION AND REST RESERVES
FROM FULL CLOSURE OF STREETS
COMPLETED, UNDER CONSTRUCTION OR ON TRIAL 1978 - APRIL, 1979

Number	Location	Area in hectares
<u>Surry Hills:</u>		
36.	Cooper Street: closure between Riley and Little Riley Streets	0.048 ha
37.	High Holborn Street: closure between Cleveland Street and Goodlet Street	0.050 ha
<u>South Paddington:</u>		
38.	Regent Street: closure between Oxford Street and Renny Lane	0.116 ha
39.	Stewart Street: closure between Regent and Bent Streets	0.099 ha
<u>Kings Cross and Elizabeth Bay:</u>		
40.	Llankelly Place: closure between Darlinghurst Road and Orwell Street	0.079 ha
41.	Elizabeth Bay Road and Barnacleuth Square: closure between Darlinghurst Road, Macleay Street and the Ward Avenue extension	0.140 ha
<u>Chippendale:</u>		
42.	Beaumont Street: closure between Myrtle and Cleveland Streets	0.134 ha
43.	Balfour Street: closure at Cleveland Street	0.030 ha
44.	Smithers and Levey Streets: closure of intersection	0.010 ha
<u>Central Business District:</u>		
45.	Dixon Street: closure for creation of Chinatown Mall	0.175 ha
46.	Martin Place: Castlereagh to Elizabeth Street	0.131 ha
47.	Martin Place: Elizabeth to Phillip Street	0.115 ha
Total new areas from full closures of streets completed, under construction or on trial 1978 to April, 1979 :		1.127 ha

Number	Location	Area in hectares
65.	Quarry Street: proposed closure between Bulwarra Road and Ada Place	0.070 ha
66.	Bulwarra Road: proposed closure between Henson Lane and Parbury Lane	0.072 ha
67.	MacArthur Street: proposed closure between Jones Street and Bulwarra Road	0.106 ha
68.	Jones Street: proposed closure on south side of MacArthur Street	0.0540 ha
Total new areas from full closures of streets under consideration at April, 1979 :		5.712 ha

TABLE 10

NEW FOOTWAYS AND GREENSPACE FROM PARTIAL CLOSURES OF STREETS
IMPLEMENTED OR UNDER CONSIDERATION 1978 - APRIL, 1979.

Number	Location	Area in hectares
	<u>Surry Hills:</u>	
71.	Kendall Street footway widening from Phelps Street northerly	0.015 ha
72.	Chapman Street footway widening from Phelps Street northerly	0.018 ha
73.	Reservoir Street footway widening at Crown Street	0.002 ha
74.	Commonwealth Street footway widening between Foveaux Street and Belmore Lane	0.008 ha
	<u>Kings Cross and Elizabeth Bay:</u>	
75.	Darlinghurst Road and Macleay Street footway widenings from Bayswater Road to Greenknowe Avenue	0.280 ha
	<u>Darlinghurst:</u>	
76.	Forbes Street footway widening from Burton to Bourke Streets	0.025 ha
77.	Thompson Street footway widening	0.008 ha
	<u>Chippendale:</u>	
78.	Shepherd Street footway widening from Broadway to Knox Street	0.008 ha
79.	Bartley Street footway widening from Abercrombie to Balfour Streets	0.020 ha
	<u>Ultimo Pyrmont Haymarket:</u>	
80.	Wattle Street, Ultimo, from Broadway northerly	0.005 ha
81.	Union and Harris Streets, Pyrmont	0.0172 ha
	<u>Central Business District:</u>	
82.	Chalmers Street footway from Devonshire to Elizabeth Streets	0.600 ha
83a.	St. Mary's Road partial closure at Cathedral Street and at St. Mary's Cathedral	0.300 ha
84.	Hunter Street footway widening from Pitt Street to Little Hunter Street	0.008 ha
85.	Hickson Road footway widening from Circular Quay West to Overseas Shipping Terminal	0.044 ha
86.	Circular Quay : footway widenings, Customs House Square and harbour promenades	0.536 ha
87.	Pitt Street, Bridge to Park Streets	n.a.
Total of partial road closures, completed, under construction or under consideration 1978 - April, 1979 :		1.894 ha

Consultant in Strategic Planning to
The Council of the City of Sydney
— George Clarke.

The Council of the City of Sydney.
Authorised for Publication.
May, 1979.

L. P. Carter, Town Clerk.