

A SURVEY OF, AND REPORT ON, an area  
of PADDINGTON, CONTAINING SUGGESTIONS  
as to the redevelopment of it.

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Accompanied by an Illustrated Section.

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## REPORT 1.

"We cannot too fully survey and interpret the city for which we are to plan-- survey it at its highest in the past, in the present, and above all, since planning is the problem foresee its opening future. Its civic character, its collective soul, thus in some measure entered into, its active daily life may then be more fully touched, and its economic efficiency more vitally stimulated."

### Cities in Evolution---Patrick Geddes.

One of the many epithets cast at city development of the recent past is often that of soulless-ness. No such accusation of lack of civic character or collective soul can justly be made against Paddington, for in this relatively old Sydney district the interaction of social, architectural and even topographical motifs gives substance to that psychological impact we could choose to call "a collective soul"; a closely shared common denominator of experience which permeates a population whose physical environment springs from, and reacts again to heighten their social cohesion. It is such common denominators of personal experience, such psychological effects of physical environment, which are the essential features of urbanity, the artistic manner of dwelling in cities; it is suggested that Paddington has engendered this sort of impact in a primary form, although the crudity of its elementary expression may be regretted.

The mere mention of "Paddo" seems enough to raise an emotional response in most Sydney inhabitants; whether it be horror in the moralist, pride in the democrat, or joy in the romantic, an affectionate emotional response exists. Paddington has been an important, and a distinctly individual cell in the Sydney organism. Its emergence as such dates from the presentation of a petition for incorporation as a Municipality in 1859. This petition was signed by 172 people, a sufficient number, and proposed to include about one thousand houses and three thousand inhabitants in the new Local Government area. The proposed area was to be contained by the City boundary on the West, Old South Head Road on the South, Point Piper (now Jersey) Road on the east, and the shore line of Double Bay and Rushcutters' Bay on the North.

The plan excluded Victoria Barracks, and the area South and East of it towards Moore Park; the Barracks were long a source of irritation to Paddington loyalists, for three reasons, appealing to three different kinds of loyalties. These were that the Barracks, which occupied 29 acres, could not be made to pay rates, that normal "gown-town" resentments and conflicts sometimes occurred, and that the general anti-democratic nature and purposes of the militia were unpopular with the locals.

The suburb of Darling Point, and part of Double Bay was included by these original boundaries; but a local orator who declared "we don't want no big-bugs in Paddington" found wide popular support, and the boundaries proclaimed in 1860 ran back to the City via the centre of New South Head Road. The rate-payers of Paddington also shouldered the responsibility of the Barracks and the area South-East of it.

Woollahra was proclaimed a Municipality on the same day as was Paddington, following presentation of a petition, signed by 144 persons, shortly after the latter's first request. The proclaimed boundaries of Woollahra included those areas rejected by Paddington. An expression of the snobbery which existed then, and still does, was that the Woollahra proclamation came before that of Paddington in the Government Gazette, even though both chronologically and alphabetically Paddington should have been listed first.

The political line of division down Jersey Road and New South Head Road only confirmed the strict line of socio-economic cleavage that had grown along these streets. The difference in size and grandeur of the houses on either side of the line is remarkable from the earliest days of settlement.

Paddington began with 500 houses and presumably about 1,500 people in its first autonomous year. It was without the distraction of a water frontage; it was not, and has not since been, atomised by arterial roads, being almost wholly contained between two major roads, on the North and South, and between two sets of major traffic streams, on the West and East. Unlike most other Sydney municipalities of that time or even since, most of it can often be encompassed in a single view, not only because of its topography, but also because it is of a relatively small size (only 550 acres). Its peculiarly spirited development since 1860 can be attributed very largely to factors like these, which have made for the strengthening of social cohesion or "the neighbourhood spirit".



Spread of the Sydney settlement Eastwards was forced, in comparison to the relatively spontaneous spread Westward to the alluvial plains of Rose Hill. To the East were only sandhills, scrub, and generally rocky, uninviting country. Eastward penetration along the harbourside had rather disastrously begun with the rushcutting episode in 1788. For many years after that, easy land access along the foreshore was prevented, not by hostile aborigines, but by the sizeable creek at the Western side of Rushcutters' Bay.

The road pattern around, and within which, Paddington grew, consisted of Old South Head Road, Point Piper (now Jersey) Road, Glenmore Road, and lastly, New South Head Road. The later effect of Darlinghurst Road and Victoria Street on the West, and Edgecliff Road and Ocean Street on the East, was to provide plenty of provision for traffic access to the Southern suburbs, without necessitating any undue traffic penetration through Paddington.

There was an early necessity of pushing a road through to the Pilot Station at South Head, and the first road began from the present junction of Goulburn and George Streets. It ran up the ridge overlooking Woolloomooloo, around the head of Barcom Glen, and back to the present road by the now Main Barrack Gate; from there it ran through the present suburbs of Woollahra and Bellevue Hill along the top of the coastal ridge. It is still a winding road, notwithstanding the considerable straightening of it that has been carried out since it was first hurriedly laid down by volunteer labour at the turn of the 19th century.

In its time, the strip of Old South Head Road contained in Paddington has gradually and continuously changed its character, and will do so in the future, at perhaps an accelerated rate. Land values along it have, of course, continually risen, but the demands of traffic on it have tended to destroy a great deal of its usefulness. In its early days, it was a most fashionable drive, particularly for holiday picnics, and hunting expeditions; even as late as 1842, Paddington was a picnic ground and the delight of children, abounding as it did with wildfruits.

The establishment of the Victoria Barracks, occurring in the period 1838-42, really provided the impetus for ribbon development along Old South Head Road; a village of camp-followers was formed in Brodie Street and population grew around the Barracks. The Gaol at Darlinghurst opened in 1841, and hotels sprang up along the Road, the first being at the corner of Dowling Street, later ones being the "Green Gate" (renamed the "Greenwood Tree"), the "Paddington Inn", and the "Nelson". The soldiery was at first indignant at being moved "out into the bush", from their comfortable and convenient quarters behind Barrack Street in the city, and their grievance was not removed until the horse omnibus service began in 1855; these gradually grew and improved from their early crude and uncomfortable state.

With the growth of population on both sides of it, including the residential development of the Sydney Common to the South of it, Old South Head Road became more and more important as a shopping and small-business alley. Public services were demanded along it; the first water service commenced operations in 1860, and the original pump still stands in front of the Barracks; in the following year, ten gas lamps were given a trial along this important civic thoroughfare.

Tramway services, powered originally by steam, were begun in the early 'eighties, and the road gradually lost its highway significance, especially when the tolls on it were abolished. Responsibility for its management was taken from the Old South Head Road Trust, and it was renamed "Oxford Street" for a considerable part of its length.

A gentleman of Sydney, Captain Piper, who at one stage claimed rights over all the land from Rose Bay to Botany Bay, built, at his own expense, Captain Piper's Road from Old South Head Road to Darling Point; this is also called Point Piper Road, and is now known as Jersey Road or Ocean Street, or Ocean Avenue. Not very much development took place along it, although the Congregational Church was early established there; perhaps the origin of this road as the act of a megalomaniac might be evidence that its creation was not the result of any popular pressure or public need. The main function of the road was to set limits to the development of the Paddington area, and to provide access to the grants (eventually put beyond dispute) of wealthy settlers at Darling Point and Edgecliff, where large houses began to appear before the Northern and Eastern grants of Paddington were subdivided and built upon.

The second house in the whole of the Paddington area was built on the Point Piper Road. This was McEwan's, (since pulled down), and was followed by Bradley Hall and Teapot Hall, on the Woollahra side. These three houses really belonged to the class of wealthier settlers who took up most of the land in Woollahra Municipality, and tended to let Paddington alone. The quality of housing there led to this comment later in the century: --

"The Borough of Woollahra is par excellence the aristocratic suburb of Sydney, and there is no suburb of Melbourne that can fairly be compared with it."

In later times, Jersey Road has not become a major traffic artery, mainly because at its Southern end it turns considerably back towards the city, and its function of providing access to Edgecliff from the city was made obsolete by the pushing through of New South Head Road. Ocean Street proper, and Edgecliff Road are, however, much used by motor vehicles today seeking outlets to the Southern suburbs.

The third of the big roads of Paddington, the Glenmore Road, is by far the most romantic; it still follows the track which was traced out by the bullock teams pulling liquor to Sydney town from the Distillery established at the foot of the "Frog's Hollow" in 1818. Glenmore Road has an even gradient for its entire length, for it avoided sandhills that have since been flattened.

One of the first Crown grants in Paddington, and certainly the biggest, was that of 100 acres of what is now South East Paddington, to Underwood, an area that was commonly known as "Underwood's Paddock". It comprised sandhills, a low-lying flat, a swamp, and a pretty gully in which were the Glenmore Falls fed by a clear stream.

At the bottom of the Glen, Cooper, Underwood and Forbes built a Distillery in 1818, and each of them undertook to construct and live in a house in the area. Only one was built before the Distillery was abandoned in 1853; this was Ormond House, or Juniper Hall, the first house in Paddington, which still stands near Oxford Street. The subsequent development would have been altered greatly if these three men had acted differently in respect of this large portion of land.

In 1860, the Distillery became Begg's Tannery, and now is the site of the Hardie Rubber Company's factory. So began the formation of the small industrial pocket in the Paddington Glen. Other industrial development in Paddington had

previously consisted only of a salt boiling plant at Rushcutters' Bay, which closed down very early in the century when the supply of timber in the area gave out. Windmills also flourished in the area for the purposes of grinding wheat and maize into flour. One of these mills attained to Vice Regal patronage. In 1890, the principal industries of Paddington, which were mostly clustered in the Glen, were the Paddington Brewery, founded 1845, Vial and Sons Coach factory, Field's Soapworks, and Begg's Tannery; it is also recorded that there were 530 shops in the Municipality at that time.

William Street was opened in 1833. About this time a good bridge was built over the stream at Rushcutters' Bay by a man named Clark, thus solving the previous difficulty of access along the Northern harbour side of Paddington. Seven years later the Rushcutters' Bay Hotel was opened.

Originally there was rich growth in the Underwood Glen and the Barcom Glen, and on the flats near the running streams from these that fell into the Harbour. This was in contrast to the huge hummocks of loose sand that dotted the barren upper ground. At one time the flat land between Rushcutters' Bay and the Distillery was used for market gardening, often carried on by Chinese. These gardens were at one period the principal source of Sydney's fresh vegetable supply. However, in 1890, only two relatively small gardens run by Chinese were left.

The White City Tennis Grounds of today are mostly on the Crown Grant of W. Thomas, an area of 40 acres; the Tennis Grounds today occupy 12 acres, the Weigall (Sydney Grammar School) Ground is of 7.7 acres, and the Trumper Park Reserve, established as Hampden Park in 1897, is of 15.6 acres.

Before the estates along Glenmore Road were subdivided, a major residential area developed East of Cascade Street, with regularly laid out streets in a grid iron pattern, on the Underwood Estate. The West part of Paddington is irregularly laid out because of the small Estates and the undulating terrain. St. James' Church, Glebe, owns all that land in the survey area North East of the Recreation Reserve, and most of it is on 99 year leases, which have only a few years to run. It is interesting to note that when the land in the present industrial pocket was drawn for subdivision, it was shown as for residential speculative development. Also the complex, and in some cases ridiculous, street patterns of Paddington can be attributed to the fact that when early subdivisions proceeded, no laws compelled vendors to design or make streets to

the satisfaction of the Council, so that many were left in a primitive and unplanned state.

Transport needs of the Eastern suburbs further out began to make demands on Paddington land, in the same way as they are doing today. The Bellevue Hill tram service, which skirts our survey area, was started in 1908; and the first scheme for an Eastern Suburbs Railway was propounded in 1890, with proposals for stations at Glenmore Road, and the Elizabeth Street corner of Caledonia Street. However, the hilly terrain, and the relatively low densities of population have always made railway building, especially underground railway lines, completely uneconomic propositions for the Eastern suburbs of Sydney. The existing proposals for the Eastern Suburbs Railway are dealt with later on in this Report, but one cannot help suspecting that they are more electoral fantasies, understood as such by competent railway economists.

The history of Paddington could not conclude without some mention of its schools, one of the most vital expressions of the district being through the character of its youth in general, and the schools, and churches with which they were often combined, are important in the analysis of the "collective soul".

The first church in Paddington was a Roman Catholic church began in 1847, and completed after some delay in 1852. The St. Johns Presbyterian Church was opened in 1857, and others followed, including St. Matthias's Church of England at the corner of Jersey Road, Old South Head Road, and Moore Park Road, the Methodist, the Congregational, and St. Francis' Roman Catholic Church built to replace the first mentioned. All except the first are still standing, but none are in the Survey area.

The first school in Paddington opened in Glenmore Road in 1842 under the proprietorship of Mr. Cape; the second was opened in Paddington Street, and was also a private establishment. The third was the Presbyterian School, run in association with the Church, while the fourth was the Church of England School, at the corner of Old South Head Road and Oatley Streets. Great rivalry flourished between the last mentioned two Church schools, each trying to steal pupils from the other, and many were the battles in all spheres between them. The establishment of the National (later Public) School in Glenmore Road, near the survey area, in 1853, ended this rivalry, and absorbed most of the children of the area. This school is now known as one of the toughest or most uncontrollable schools in the State.

That grand structure, the Paddington Town Hall, which now serves as one of the few sizeable public halls in the Paddington, and even the Sydney, area, was designed in 1890. It reflects the dominant architectural style of the period.

The autonomous local government of Paddington was wound up in 1948, when the Municipality of Paddington was incorporated in the greater City of Sydney.

Paddington as a whole has the second highest population density in the Metropolitan area. It has an average density of 58.6 persons per acre, with a maximum of 126 persons per acre. The total population at the 1947 census was 24,681, a figure made up of 11,770 males and 12,911 females.

The population of the Municipality reached its initial high point in 1921, and it has not altered materially since:---

| <u>1921</u> | <u>1933</u> | <u>1942</u> | <u>1945</u> | <u>1947</u> |
|-------------|-------------|-------------|-------------|-------------|
| 26,400      | 24,700      | 25,700      | 26,600      | 24,681      |

Population predictions for the district vary. The Cumberland County Council projected a figure of 26,000 for 1972. The existing Planning Scheme of the City of Sydney envisages ~~the~~ removing from the area 45% of the present population.

The total population of Paddington at the 1947 census was broken down as follows:---

|   |       |
|---|-------|
| Families, including children under 21 .....     | 53%   |
| Married couples without dependents .....        | 19.7% |
| Single persons between 21 and 69 .....          | 21.9% |
| Aged persons both single and married over 69 .. | 5.4%  |

Although the figures studied are not up to date, nor complete, it is suspected that a proper examination would show that the percentage of single persons is higher than that for the city as a whole, and that the number of aged persons is smaller than the average. Whether this last probability would be due to old people moving away, or dying early, is not known.

The survey area section of Paddington is made up of four Census Collector's areas, and the boundaries and statistics for these are given in the Illustrated Section to this Report. They show the total population of the Survey area to be 3,061, living in approximately 634 houses, and about 18 blocks of flats or residentials of one kind and another. This includes a large number of cramped dwellings at the back of and above shops.

Densities in the survey area are, of course, lower than those for Paddington as a whole, because of the large areas used for commercial and industrial purposes. However, average occupancy per dwelling seems to be equal to, or slightly higher than the figure for Paddington as a whole, which is 4.1 persons per dwelling, based on a count of 5,990 houses in the old Municipality.

The total population in 1947 was broken down into employment groups:---

|   |       |
|---|-------|
| Manufacturing .....                       | 16.6% |
| Amusement & personal service .....        | 6.8%  |
| Finance, property & commerce .....        | 6.6%  |
| Transport, storage & communications ..... | 5.8%  |
| Professions, public authorities.....      | 5.1%  |
| Building .....                            | 3.2%  |
| Miscellaneous .....                       | 7.3%  |
| Not gainfully employed .....              | 48.6% |

This indicates that the percentage of the Work-force (51.4%) is well above the average in Australian cities. The Work-force in the Botany Municipality is 45% of the total, and in Rockdale the percentage is 43.2%; in the neighbouring Municipality of Woollahra the percentage is 46.1%

In 1947, there were 92 factories of all kinds and sizes in Paddington, employing 1,674 people. Most of this industry is of the light manufacturing type, including Paints, Rubber, Furniture, Garments, Food, Printing, Engineering Trades, and also service industries such as Bakeries, Laundries, Garages, Repair Shops, Builders' Yards etc.

Statistics on the number of factory workers living and working in Paddington are very confused, and conflicting; it is to be regretted that more accurate figures are not available at this time, and that it has not been possible to compile special figures from an independent survey of the small area under consideration. The figures of the 1954 Census will, however, give all the necessary statistics if taken by Collectors' areas.

It would be necessary to ascertain the location and areas required by the existing factories for expansion; it would also be valuable to investigate the inter-relationship of the industries concerned, specially regarding the transport of raw materials and finished products.

It is suggested that the industrial development in the Glen near Trumper Park should be allowed to remain because:-

- (a) the land it occupies, being low lying, and facing Westward, is not really suitable for residential redevelopment;
- (b) the costs of re-location would be great;
- (c) it is a good thing to have local employment available for local residents, and is an important factor in the fostering of social cohesion within a neighbourhood.

However, the type of industry that would be allowed to grow up there would need greater consideration than is usual with industrial areas, particularly because of the small area involved. Some regulations regarding the output of smoke permissible, would be particularly desirable.

A process of rationalisation of land use could be undertaken by a planning authority in this area - by establishing a proper industrial zoning over that land now predominantly industrial, and a living area zoning over that now predominantly residential. This policy of confirming the victories of the protagonists has been adopted by the City of Sydney Planning Authority, and the Plan also makes provision for a Green Strip between Sutherland Lane and Sutherland Street, (indicated on accompanying map) a very desirable provision for shielding houses from the noises, smells and dirt of the factories. This Green Strip would necessitate the resumption of about 50 obsolete or obsolescent houses, and a few tin sheds used for industrial purposes.

The area is at present zoned as Class B Industrial, i.e. "restricted to "light" industries, which are nonoffensive, non hazardous, and do not cause interference with the amenity of the neighbourhood by causing noise, vibration, smell, soot, fumes, dust or other nuisances".

The removal of the housing that clutters up the present industrial area would give space for either expansion of the existing enterprises, or for the introduction of new industries. Strict supervision of development applications should ensure that the dirt, smell and noise nuisances of the existing development are lessened or, at least, not allowed to increase over the years. The provision of better staff amenities within the area is an important demand to be made on the firms involved.



Concurrent with a clean up for industry's sake of the industrial area, a process of weeding out the objectionable back yard factories in the Living Area could be set in motion.

The position of the John McGrath factory in Glenmore Road, a relatively new and modern building between Trumper Park and the White City Tennis Grounds has been in dispute. The City of Sydney Planning Scheme projects its eventual resumption so that a Green Wedge may be completed stretching from Weigall Ground to the present Incinerator. The proposal may have been prompted more by the appearance of such a Green Wedge on the map, rather than a feeling of its need, experienced during an on-the-spot survey.

There are 43 shops in the survey area, mostly small shops satisfying local needs, although the ribbon of commercial development, along New South Head Road, contains about a dozen shops which could not be said to satisfy merely local needs. It seems fairly evident that a large amount of the shopping by local residents is done away from the local area, perhaps at Double Bay, at King's Cross, around Darlinghurst and in Oxford Street, or in the city itself. Rushcutters' Bay and Bayswater Road might be found to be a popular shopping centre with the residents of the survey area.

There are two hotels in the survey area, and there is another on the South side of Sutherland Street (the "Four in Hand"). This does not seem an excessive number, and in fact, all three are very old, small and cramped.

The survey area has attracted taxi and hire-car owners as suitable for the provision of parking and garaging facilities for their fleets. This has been due to the relative convenience of the area to the city, and the comparatively low land values which obtain there, especially on land which has been under continual threat of resumption or re-development for a few years. It is suggested that such land-use could well be encouraged in certain parts of the survey area.

The survey area contains only one school, the private Edgecliff Preparatory School, which has accommodation for 70 Primary stage pupils, and which charges fairly high fees, so that it is unlikely that there are many children in the survey area attending it. There is the Glenmore Road Public School adjacent to the survey area, and more children from the survey area probably attend it than any other. The area being so convenient to other schools, on the Eastern side of

the City, the problem of secondary and higher Technical education does not seem to be an important one.

There would seem, however, to be a great need of properly run Kindergarten or Nursery Schools, and supervised Play Areas in the survey area. Another Primary School is also badly needed. The Paddington Primary School is far away in Oxford Street, and both it and the Glenmore Road School are sadly overcrowded. The importance of such institutions as Nursery Schools in the area must be emphasised in the light of the high proportion of the Work-force in the population.

Whereas the survey area is admirably situated in relation to adult recreation areas, both passive and active participants being well catered for, there is no open space in the survey area, except the late rubbish tip and the spaces left by decayed houses, for children's play space, and the recreation of mothers and children. This is one of the most serious deficiencies of the area.

The carrying through of the plan for re-development of the Trumper Park Recreation Reserve according to the scheme prepared by the Landscape Architect of the City of Sydney would satisfy this deficiency; the resumption of land for an access wedge into this Park from Thorne Street, and the provision of a Green Strip between Sutherland Lane and Sutherland Street, would also be necessary to complete the pattern of Open Space for the general amenity of the area. Such improvements would not be excessively costly, but would be of incalculable benefit to the women, children, and general health of the population for some miles around.

Health standards in the survey area have not been investigated statistically. It seems obvious that the conjunction of a rubbish tip, an industrial pocket, and obsolete hovels must make for a lowering of public health standards. This question must be considered in relation to the public utility services, housing, and the industrial area problems.

The provision by the Landscape Architect in the Trumper Park scheme of a Music Shell or Amphitheatre is a delightfully ironic touch when considered in relation to what is usually considered such a "barbaric" area. It would be in unusual proximity to an industrial area, but should be of double the value to the local community because of this. The amphitheatre would in some measure

compensate for the lack of public meeting places in Paddington. An expensive Music Shell, it is suggested, should not be given first priority, although provision for its ultimate erection should, at least, be made.

The housing of the survey area is almost exclusively two storey terrace housing of the last century, although there is a row of four storey flats fronting New South Head Road which were built in the thirties of this century; also there are a number of timber and weatherboard houses.

According to a Cumberland County Council survey shortly after the last War, approximately 80% of the housing of Paddington was obsolete, and should have been demolished within five years. In the intervening period, a number of houses have fallen down by themselves.

The housing standards of the survey area would appear to be much lower than those for Paddington as a whole. Whilst it is true that certain areas of Paddington have once been, sixty or seventy years ago, quite fashionable areas, the great proportion of the substandard areas have arrived at their present state, not simply through the effect of age, but because of the original function of their erection--- to house the poorer sections of the community at the cheapest possible cost with the maximum return to the landlord.

Housing of these areas represent an era of landlord exploitation, when masses of dwellings were crowded onto the minimum amount of land without any regard being given to the inhabitants health or welfare. They represent an epoch of Municipal ineffectiveness, of "laissez faire", when it was nobody's business to interfere with the individual whose only pursuit was profit, regardless of the consequences.

If a speculator or investor proposed to erect such dwellings today, there would be such a flood of protests from citizens of all degrees, that even were there no Building Regulations, it would be politically impossible for the proposal to proceed.

Nevertheless, the Illustrated Section of this Report contains photographs of certain types of terrace houses which are in fair repair, and possess architectural or sculptural qualities, and which, it is suggested, should be preserved, both as dwelling units and as museum pieces of our past eras of city building.

It is suggested that the methods of, and the policies advocated by Patrick Geddes in his Indian work, are of relevance to any attempt to rehabilitate Paddington. In an introduction to the book "Patrick Geddes in India" (Lund Humphries, 1947) Lewis Mumford writes :----

"In his Indian plans, Geddes habitual practice was to reduce the number of street widenings, just as he proposed to reduce the amounts expended on too elaborate sanitary facilities. With the money saved, he proposed to increase the number of gardens and playgrounds, to plant fruit trees..... This mode of planning challenged the idols of officialdom; it was conceived in terms of primary human needs, not of current business and engineering conventions. Yet such constructive and conservative surgery still needs to be practiced in the renovation of Western cities; not least during the immediate period of transition, when every usable house must be kept intact until it can be replaced".

"His (Geddes') ideal of the best life possible was always the best that was latent in a particular site and situation, at a particular moment in the development of a particular family, group, or community; not an abstract ideal that could be imposed by authority or force from the outside".

Referring to an official plan for an Indian town, Geddes wrote:-

"In this town, as usual it is proposed to drive a new gridiron of forty foot streets through a congested and insanitary area. Again, as usual, this plan is quite unsparing to the old homes and the neighbourhood life of the area. It leaves fewer housing sites;..... .... and the large population thus expelled would, again as usual, be driven into creating worse congestion in other quarters, to the advantage only of the rack-renting interests. This interest, often consciously, but sometimes, I am willing to believe, quite unconsciously, is at the bottom of this pretentious but spurious method of 'relieving congestion'. Nor, so far as my knowledge goes, has the offer of suburban sites met this difficulty ever or anywhere. Even if, as rarely happens, the new site is suitable and acceptable to the people expelled, they are practically excluded by the present cost of building in favour of the more prosperous classes. Hence the result of these

would-be improvements is to increase the serious depression of the poor, and make this ever more difficult to relieve".

The problem of the street pattern in Paddington is a most difficult one. Paddington contains 550 acres, and the length of its streets is 20 miles. Road building has been <sup>tricky</sup> ~~tricky~~, because of the generally sandy nature of the ground, but these difficulties of construction have been overcome only too well, for the percentage of street areas to the total is far too high, varying as it does from 37% to 39%.

The Planning Scheme of the City of Sydney, in attempting to change this state of affairs, and in attempting to use the techniques of contour planning of roads, so reasonably advocated nowadays for new developmental schemes, has projected a grandiose, almost completely new street pattern for the whole of Paddington.

It is suggested that the City of Sydney Planning Scheme for Paddington is ridiculous because:---

- (a) the project, in its present form, is architecturally and aesthetically squalid;
- (b) by completely ignoring the existing development of streets and houses, and by completely ignoring the social traditions of the area, it is stupidly unmindful of the realities of finance, and the realities of human lives;
- (c) it proposes to reduce the present population by 45%.

However, it is considered that the criticism of the sweeping and grandiose changes proposed under the City Scheme applies more exactly to the Paddington district as a whole; the survey area seems to contain a higher proportion of completely obsolescent houses than any other area of Paddington. It has not been possible, in lieu of a completely new Condition of Property Survey, to discover whether, or to what extent statistics would bear this out; the Property Map at the Sydney Town Hall Planning Department is ~~inaccurate~~ inaccurate.

This Property Map was apparently originally compiled in a reasonably objective manner, and large areas occurred on it coloured yellow, signifying complete obsolescence. However, later manipulations of it have been made in an arbitrary attempt to make the area look better than it really is. The result is a Map unworthy of any Planning Authority.

Nevertheless, a visual inspection seems to indicate that if and when re-development is considered in Paddington, the present survey area is the most logical place to start.

Much argument, proposal and counter-proposal, has centred around the desirability of building high and/or low rise apartments in the Paddington area, and the changing of its population composition from a predominantly poor-family-proletarian one to a middle-and-upper-class-bachelor-small-family type. While the overcrowded state of the existing houses has led some people to advocate resettlement of population, especially of large families, in new outer suburban areas, it has also led to a general belief that the relatively high density of population is a bad thing in itself. It is suggested that this is not so.

It seems reasonable to assume that the population of Paddington either will or should change its character in the future. The responsibility for guiding this change, and guarding the interests of the existing population in the process, is a heavy one for any Planning Authority.

The various proposals for the building of high rise apartments, or a combination of high-rise and low-rise blocks, are all feasible in the abstract, and the topography of the district is favourable for their orientation towards the North and the Harbour views.

The closeness and accessibility of the survey area to the City is the main reason why it is desirable to increase the population density and to make available living space there for those without strong family ties, who prefer to live in reasonable proximity to the centre of activities, culture and education.

The N.S.W. Dept. of Railways has for many years been preparing schemes for an Eastern Suburbs Railway. The complete mist of indecision which surrounds this proposal is a great barrier to the formulation of any planning or re-development project for the survey area. The Dept. of Railways cannot give any definite assurance on the E.S.R. plans of the moment; the question is mainly one of Government policy. However, it may be that the E.S.R. can be disregarded, the belief that the entire proposal will be scrapped, because of its financial demands, being very strong. The building of underground railways in the Eastern Suburbs, where the topography is very hilly, and almost completely built up, would be a costly affair.

However, the Railway plan, the effect of which on the survey area is detailed on an accompanying map, cannot be entirely ignored. It seems reasonably satisfactory from a planning point of view; it cuts through the Stadium, and the White City Clubhouse as a surface railway, and goes underground at McLean St., after crossing the lower part of Glenmore Road as a viaduct. There is a projected Station underneath the present Edgecliff Preparatory School, combined with a turnabout station for feeder buses, also underground. The necessity for a viaduct and a surface railway so close to living quarters may be deplored, but the really objectionable feature in the Railways' proposals is the provision of a large area of lines for carriage storage and cleaning, up between Cameron Street and Trumper Park, as far as the Royal Terrace. This land provides fine sites for rehousing, being elevated, and possessing fine views. It seems a pity that, should the Railways be serious in their proposals, that land not so happily situated cannot be found for the drab purpose of storing and cleaning carriages.

It is likely that the decayed state of property in this part, and the likelihood of low resumption costs have tempted the Railways Department to plan in this way.

The sketch plans prepared by the Landscape Architect of the City of Sydney make a very heartening document. It is to be wished that these plans are carried out. The survey area contains, or is adjacent several major sports centres of the city, or even the Commonwealth. The presence of these institutions does not materially affect the planning problems of the survey area, except that one would perhaps expect a more sophisticated living area to be adjacent to them. Trumper Park, named after the idol of the Paddington of a bygone era, Victor Trumper, the cricketer, is rich in traditions associated with the Paddington Cricket Club; it is distressing to see the ground and facilities of the Oval deteriorate in the way they have done. The lack of general recreation space, of a non sporting nature, in the area has been previously dealt with.

In the consideration of living area re-development, the question of public utilities in general and sewerage in particular, is one of both a technical and financial difficulty. Construction of sewers in Sydney was not seriously mooted until 1832, the Tank Stream being the main sewage vehicle at the time. Sewers running parallel Northwards into the Harbour were then built and these sufficed until 1870, when the pollution of the Harbour became serious. In 1874, plans



were made to interrupt the Harbour flowing sewage, but no solution was then found to this "daily growing evil", until a scheme was prepared for a sewer discharging at Bondi, 10 feet above High Water mark; the high point of this system was to be at the University, 32.4 feet above High Water Mark. Construction work commenced in 1880, after the mortality rate for Sydney had grown by a third between 1872-1876.

The population of Paddington, through which the Main Sewer runs, was estimated at about 31 persons per acre in 1875, and at 47 persons per acre in 1880.

The survey area is served by both a high level system, and a low level system, which is boosted by Pumping Station 18, at Rushcutters' Bay. The Darling Point Branch Sewer meets the main line at Harris Street, at the foot of the quarry, near the site of the original Distillery. The Glenmore Road carrier, constructed in 1900, also joins the main line, and it is being enlarged at the moment.

The Rushcutters' Bay Pumping Station is at present very materially deficient, being unable to cope with normal dry-weather demands. The area it serves includes all that low-lying land South of Trumper Park, Sutherland Street, and Walker Avenue.

The Rushcutters' Bay Stormwater Channel, built in 1890-98, flowing into the Harbour, is likewise too small to cope with demands made on it, and White City and Weigall Grounds have frequently been flooded in wet weather.

The problems involved in re-development concerning large apartments, where existing sewers are designed to cope with a more evenly distributed loading, are often said to preclude any such development. However, this depends entirely on the particular technical problems involved, and the financial status of the re-developing authority.

The existing subdivision of land in the survey area, and in the greater part of Paddington, is into very small and irregular lots; absentee landlordism is widespread. St. James, Glebe, holds grants for the large area in the North East quarter of the survey area, and as most of this land is now on 99 year leases, soon to expire, some hope of simple resumptions may be held.

The time allowed for the preparation of this report has not enabled a study of existing land tenure of the rest of the survey area to be made, but it would



be safe to say that difficulties would beset any attempt to consolidate land holdings for re-development purposes. However, problems of compensation need not be insurmountable because of the decayed state of property. A re-development scheme for the survey area could also well expect to recoup quite large amounts of betterment from adjoining owners.

Average values per acre of Paddington land, in 1950, were:---

Unimproved Capital Value ..... £3,616

Improved Capital Value ..... £13,582

Figures of this kind are of value in roughly calculating the cost of re-development.

SUMMARY.

- (1) The population already shows a trend away from a normal family composition towards a greater proportion of single working people, and married couples without large families, and it is recommended that this trend be encouraged.
- (2) It is recommended that no alteration be made to the Industrial zoning within the survey area as shown in the Draft Planning Scheme of the City of Sydney.
- (3) It is recommended that a provisional Nursery School be established in the survey area without delay.
- (4) It is recommended that the redevelopment and landscaping of the Trumper Park Recreation Reserve be carried out as quickly as possible, and that the tennis courts on the plateau be removed as soon as tennis courts can be provided elsewhere in the vicinity.
- (5) It is recommended that land be resumed and cleared of houses and sheds as shown on the Draft Planning Scheme of the City of Sydney as a green strip of insulation along the North side of Sutherland Street bounding the Industrial Zone; and that this strip be planted with large evergreen trees, close together.
- (6) It is recommended that the green space from Cameron Street to Trumper Park be resumed, cleared and landscaped in accordance with the Draft Planning Scheme, City of Sydney.
- (7) It is recommended that all other proposals of the City of Sydney Draft Planning Scheme, except those mentioned in (1) to (6) above, be rejected.

(8) It is recommended that consultations be held between appropriate authorities with a view to having the Rushcutters' Bay Carriage Sheds proposal of the Eastern Suburbs Railway Scheme relocated away from the survey area.

(9) It is recommended that the re-development of the survey area, excluding the industrial zone aforementioned, and the Recreation Reserve, and any land that may be required or demanded by the Railways Department, should proceed on these lines:---

(a) preservation of some carefully selected terrace houses for historical, or aesthetic reasons;

(b) closing off, and perhaps relocation, of streets, so as to form squares or small open spaces between new dwelling units;

(c) construction of both new terrace housing, and high rise apartment blocks, carefully planned in combination, consideration being given to (i) existing public services and economics generally and (ii) orientation to sun, view, wind, and topography;

(d) occupancy by single persons and married couples without large families;

(e) provision of commercial, hotel, garaging, and cultural facilities within the re-development area, following the removal of all commercial and other ribbon development along the South side of New South Head Road.

000000000000000000000000



REPORT ON URBAN DEVELOPMENT AS  
SEEN FROM THE SOUTH EAST PYLON  
OF THE SYDNEY HARBOUR BRIDGE.

June 1954

George Clarke

1954

1st exercise

1st year

Top CPD

Vol 5



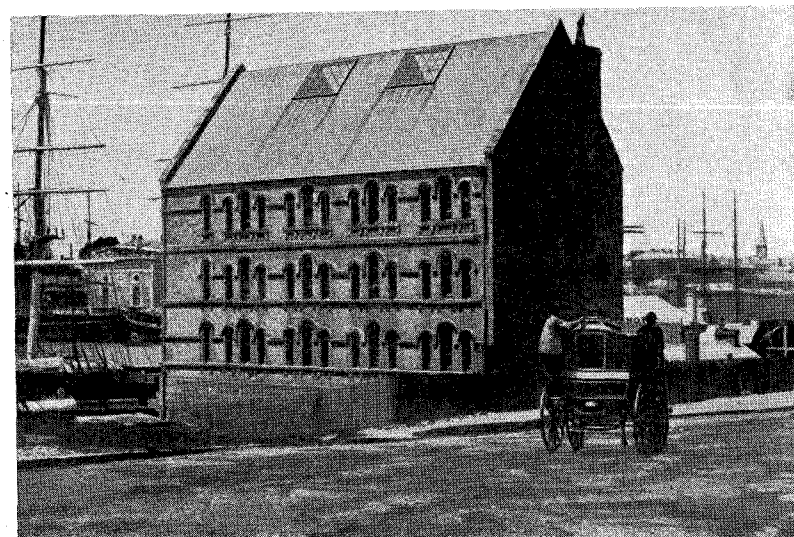
"Aristotle--- the founder of civic studies, as of so many others--- wisely insisted upon the importance, not only of comparing city constitutions (as he did, 163 of them), but of seeing our city with our own eyes. He urged that our view be truly synoptic, a word that had then not become abstract, but was vividly concrete, as its make-up shows: a seeing of the city, and this as a whole; like Athens from its Acropolis, like city and Acropolis together. Large views in the abstract, Aristotle knew and thus compressedly said, depend upon large views in the concrete.



THE HEART OF SYDNEY. Martin place, today situated within close physical proximity to the main organs of the city, is also the spiritual centre of the population. Here the financial, political, military aspirations are expressed in volumes and space.

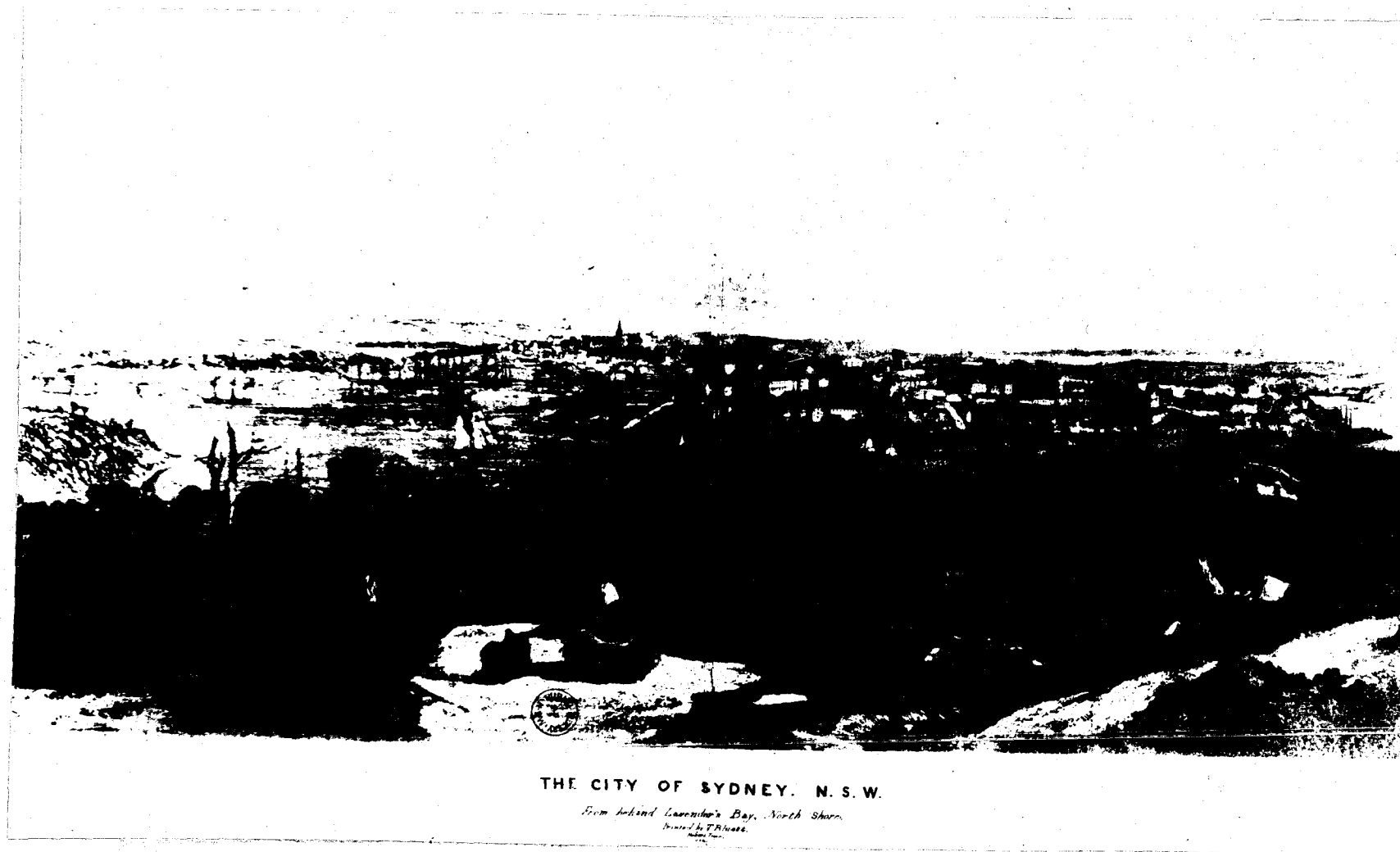
View looking South from Dawes Point in 1843.  
The wharf in the foreground belonged to Mr  
Robert Campbell, and was the best in the  
City.

Note the dominating spire of St James' Church,  
the Government House stables, and the windmills  
up at Pott's Point.



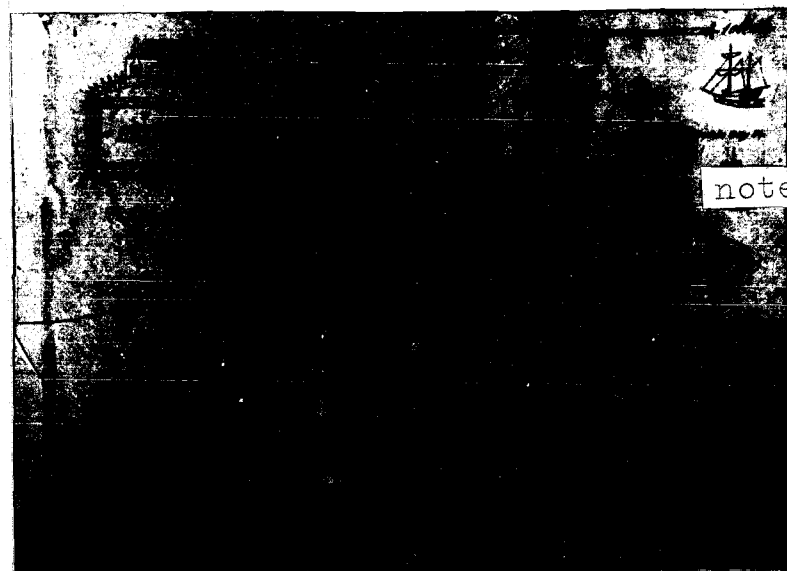
The Sailor's Home, George Street North, 1870;  
note the ships' masts in the background, and  
the spire of St James' Church on the ridge.

Panorama taken from Lavender Bay, North Shore, in 1843. Sydney had been declared a city the year before. The St James Church dominates the skyline. Darlinghurst Jail can be seen in the upper left corner. The "new" Government House, the pride of the City, had just been completed, and can be seen on the left.



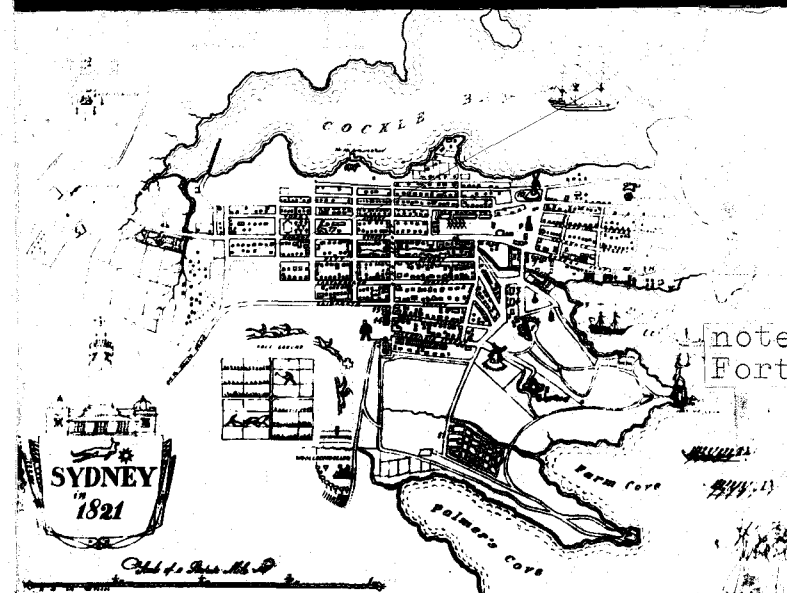
Note the brickfields of this early plan, shown on the plan of 1811, approximately where Anthony Horden's retail store ("the largest under one roof in the Southern Hemisphere") now stands.

The famous Sydney Southerly wind was originally called "a brickfielder", because it smothered the infant town with dust from the pits.



note Fort Phillip.

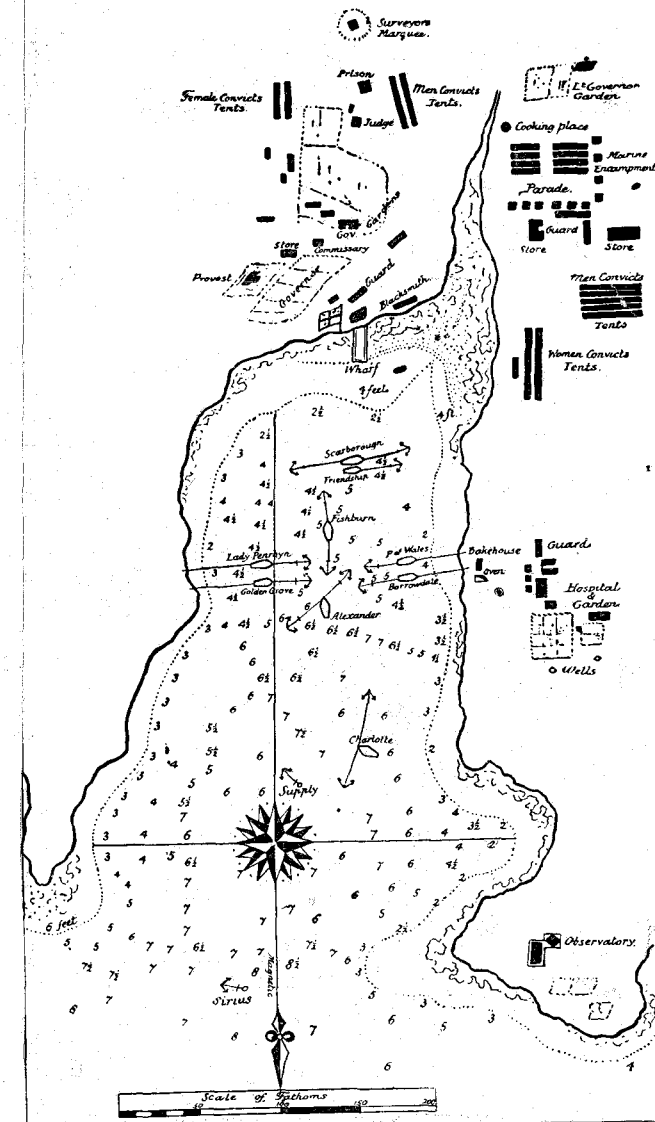
Plans drawn by Douglas Annand.



note Dawes Battery & Fort Macquarie.

The spectacular difference between these plans of only ten years interval is in the main due to the magnificent efforts of Governor Macquarie, the first soldier governor. The public buildings of Greenway can be picked out using a magnifying glass. Here a major portion of the existing central street layout has been determined, the Royal name George given to the former "High Street", which can be clearly seen as the backbone of the town, merging at the South end with the Parramatta Road.

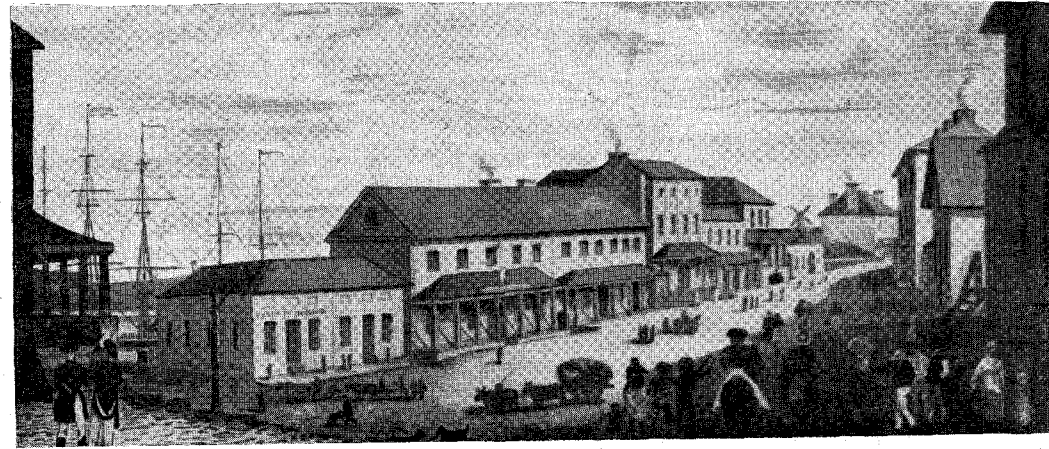
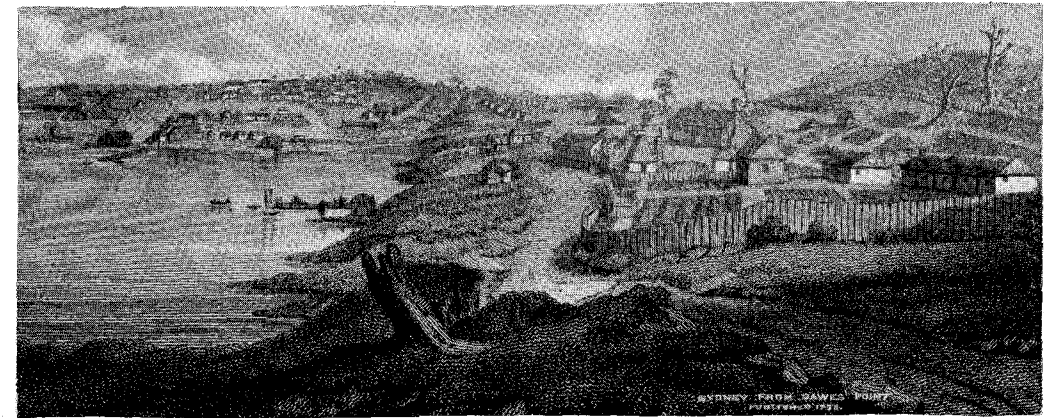
Plans of Sydney in 1811 & 1821. Note the difficulty experienced in building near the low-lying Tank Stream between the bridge, now Bridge Street, and the corner of Pitt & Hunter Sts. Here is the bafflingly inconvenient and yet visually interesting jumble of our present commerce centre in embryo. Note in the later plan, the beginnings of docking facilities in Cockle Bay, and the St Phillips Church on the high crest of the West arm of Sydney Cove.



First plan of Sydney; dated 1st March 1788. (Journal of Lt. Wm. Bradley) Note the semi-military nature of the camp. The marines *split* camp separates the convicts. It is a primitive affair, the main motivating forces being survival and subjugation. Fears of a native attack were not great; a protective formation was not adopted.



TOP:- 1795.  
View from Dawes Point, looking down what is now George Street North. On the waterfront is the hospital wharf; (see plan of 1788, previous) The building at the end of the wharf is approximately the site of the "new" Maritime Services Building today. On the top of the hill to the left of centre is the site of the later St James' Church and Courthouse.



CENTRE:- 1829.  
George Street North at the entrance to Circular Quay in 1829. On the extreme left is a portion of the Commissariat stores, and a lane leading to the Quay.

BOTTOM:- 1871.  
Circular Quay looking North to Dawes Point. The Quay railway viaduct will soon pass over the hotel on the left, which stood on the site of the now condemned Maritime Services Building.



APHORISMS.

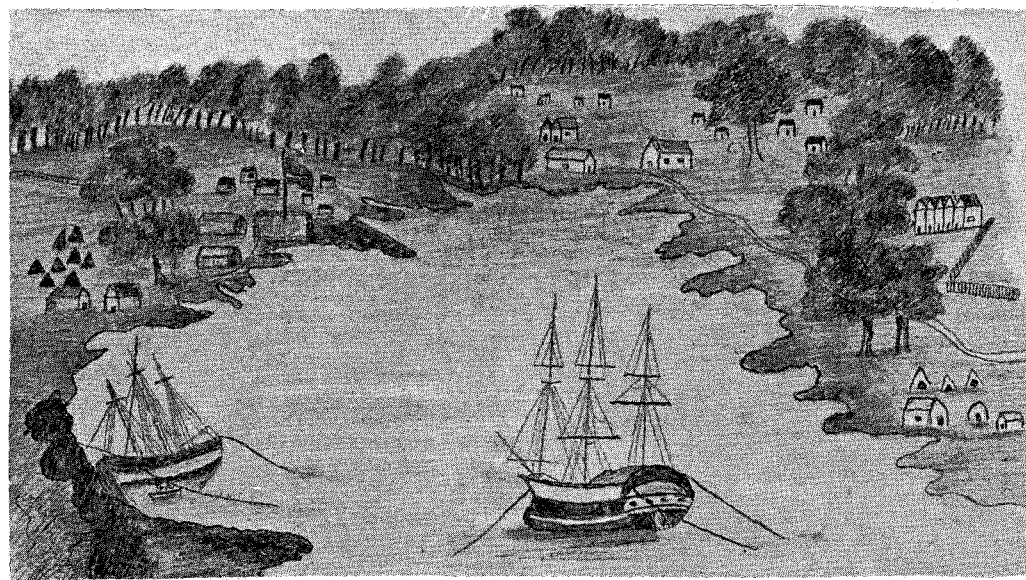
1. Man cannot be known---he is the knower.
2. Man may not be studied---we may study only  
his relationships to things.
3. The gardener gives us roses, not gardeners.

Harry Hooton

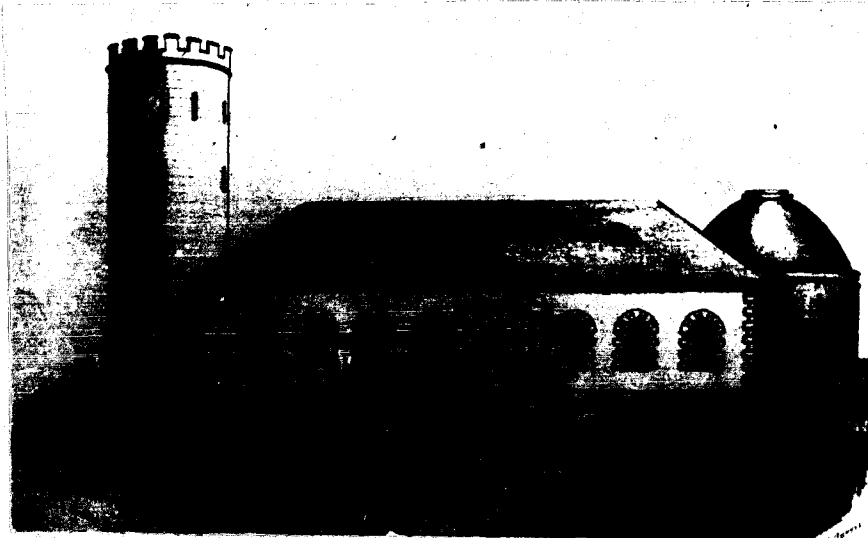
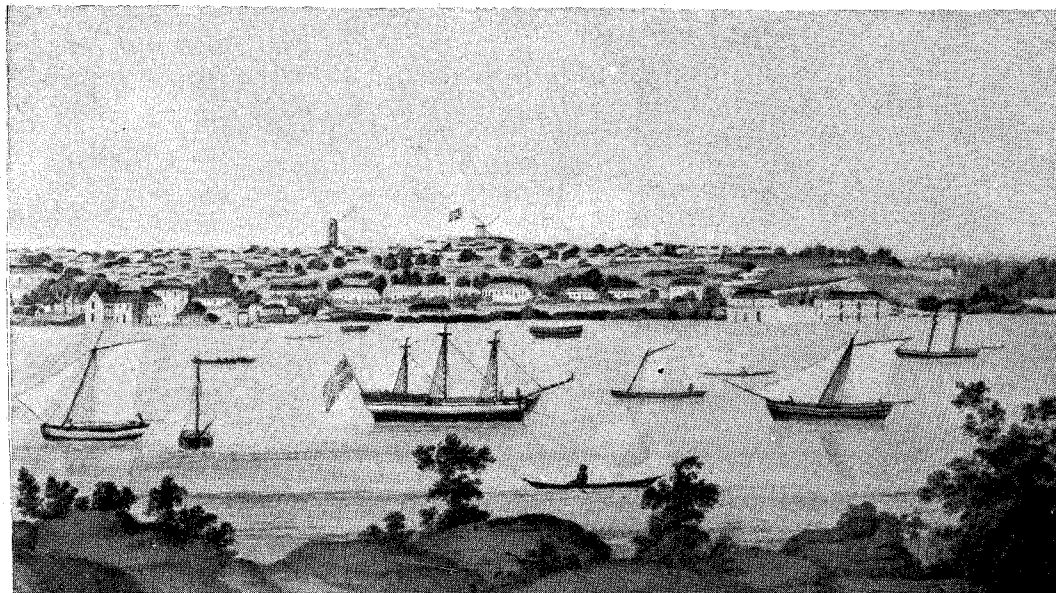
Things you see

are not the same

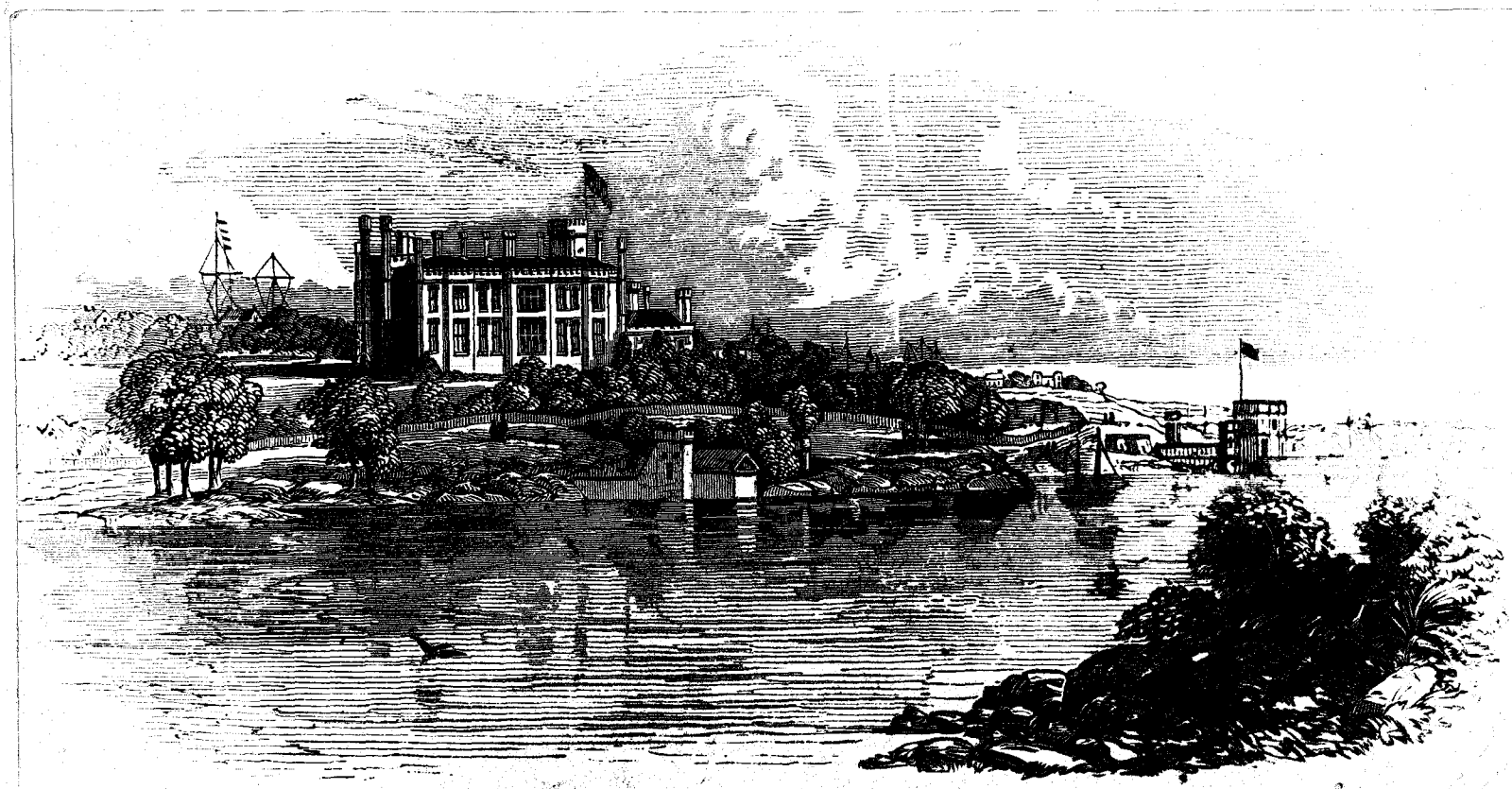
as you see them.



This is a reproduction of what was probably the first sketch ever made of Sydney Cove. It was drawn by Captain John Hunter on August 20th 1788, seven months after the first landing here. The path on the right is the George St North of today. The building close to the fence behind the trees on the right was the first hospital. The path ended about what is now the intersection of George and Essex Streets. The flagstaff on the left stood where Loftus Street now joins Circular Quay. On the left of the flagstaff is the canvas hut of Governor Phillip, the first Government House.



The original St Phillip's Church, which stood on the heights of West arm of Sydney Cove, about where Petty's Hotel, or the Red Cross Blood Bank now stands. This church fell down, probably because of convict sabotage.



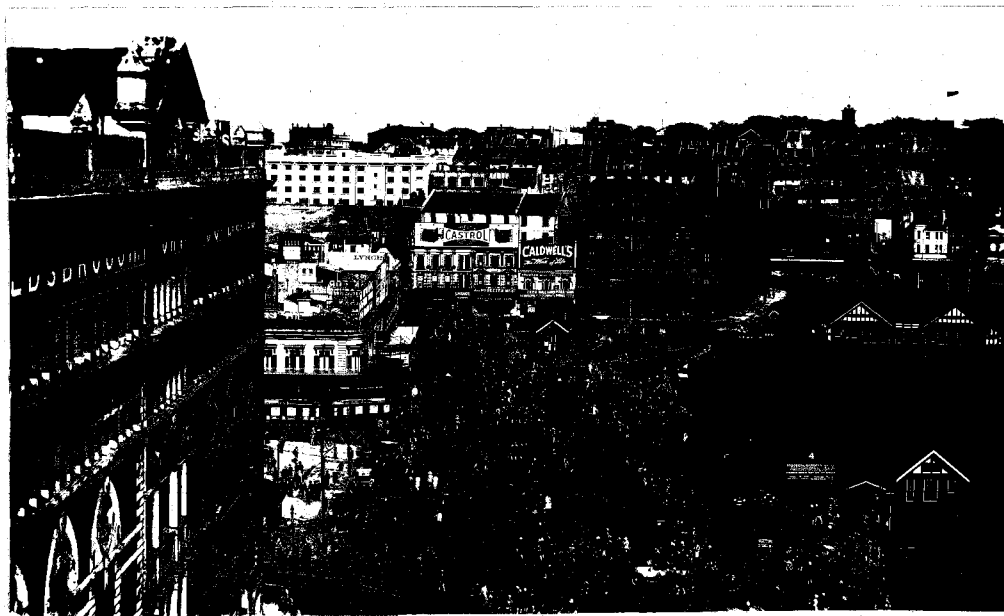
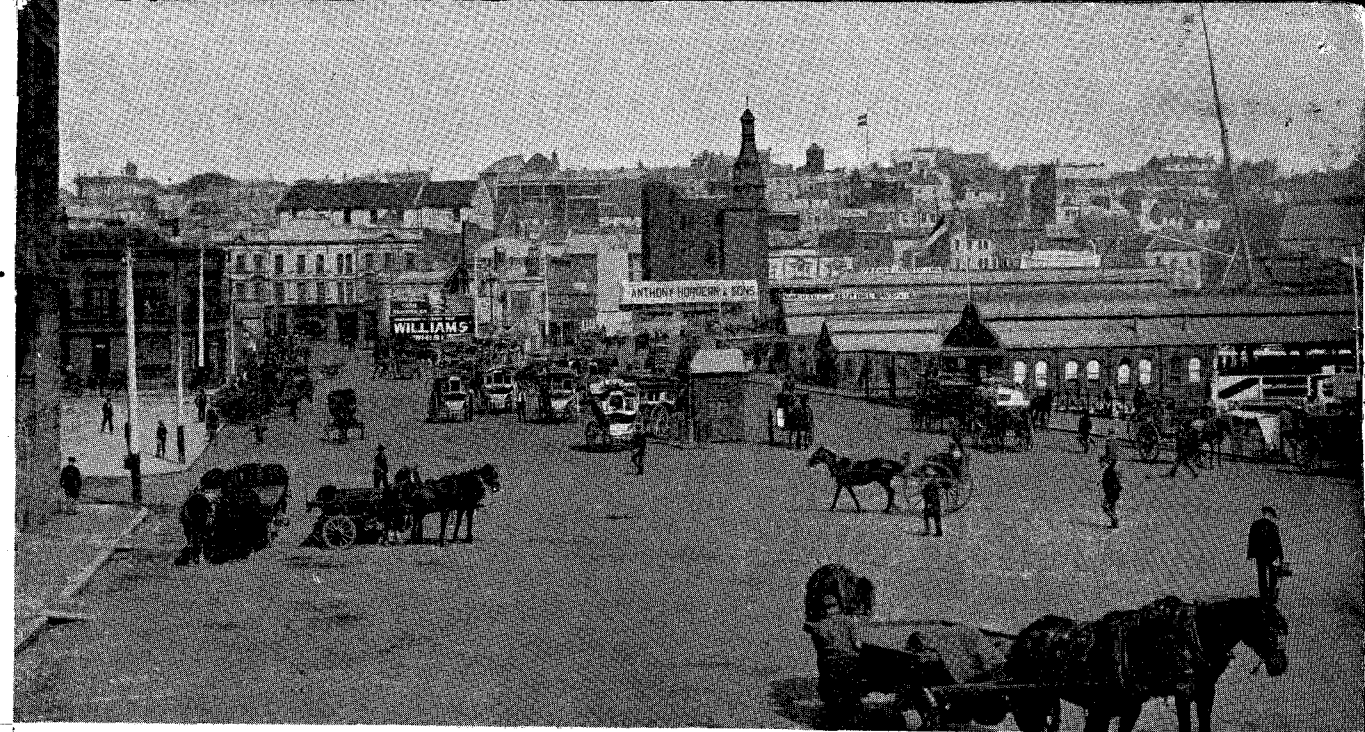
GOVERNMENT HOUSE, SYDNEY NEW SOUTH WALES. 1857





View looking North towards Millers' and Dawes' Points in 1843. Cockle Bay (Darling Harbour) is on the left; the Lord Nelson Hotel, on the right hand side, is still standing, and in operation today.

Circular Quay in 1898, then the terminus of the majority of bus routes. The completion of the Quay extended the waterfront out into the deeper areas. The Government wharf was originally under the Paragon hotel, which is the building on the left of middle distance in this photograph.



*1 slide each of  
the 2 photos*

Circular Quay in the early 20th century; although well and truly established as a traffic junction, it was not yet unfit for anything else. The big building in the left foreground has recently been sold, as it is no longer well positioned for use as a wool store; it will probably be converted to office buildings when the Quay railway, now well advanced, is completed. The new railway station will turn the Quay area into a zone of higher land values (at least temporarily) and will make it more suitable for use as a business area.

Hunter Street, looking East  
from George St, in the  
eighteen nineties. Note the  
closed vista of winding  
roadway.

1  
slide  
of  
photo  
only



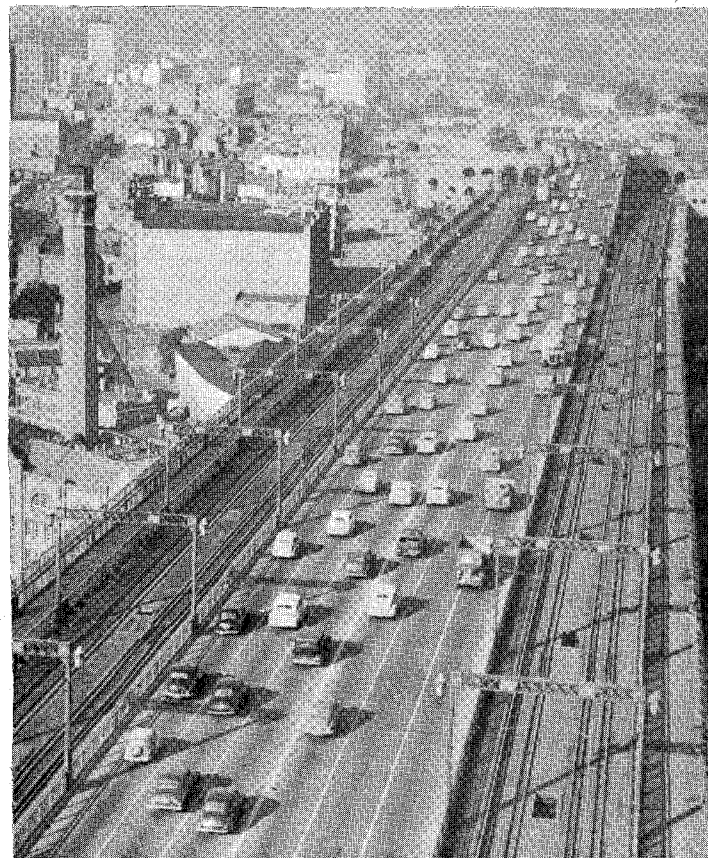




Looking South West over the main docking facilities, the railway goods yards, the Pyrmont and White Bay powerhouses, the grain handling centre on Glebe Island, and in the obscured distance the South Western Industrial areas.

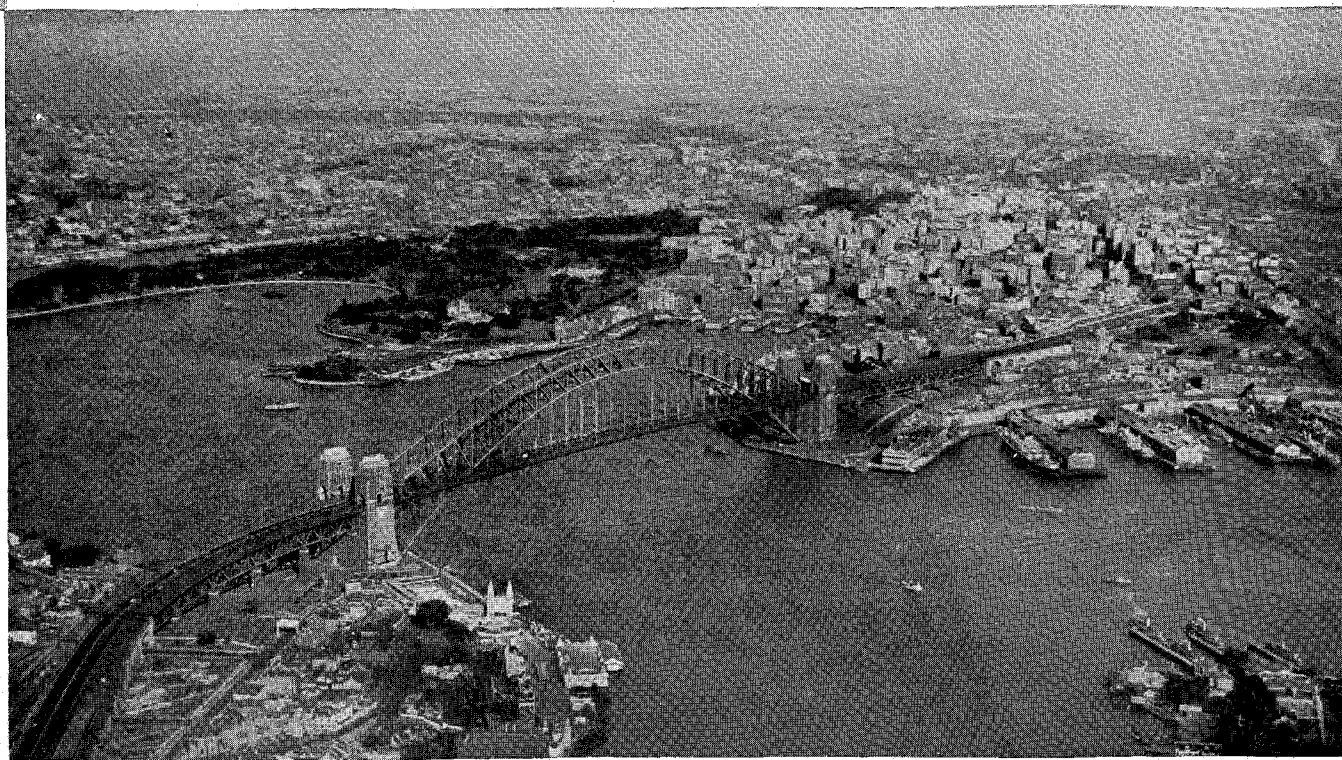
Note that the smoke is being blown away from the central city area by the prevailing North East wind.





note smog over  
industrial areas  
south and southwest  
of central city  
triangle, saved by  
prevailing NE winds.

note existence of Botany  
Bay, and obvious  
possibilities of same  
for seaport for  
moderate-draught  
shipping.



mammoth traffic artery  
out of scale with  
urban development.  
A mechanistic creation  
to be played with,  
not a terrifying viaduct,  
should be our aim.





Bridge Street, two views. The top photograph shows Bridge St from the East in the nineteen thirties; well established Macquarie Place is on the right; and large office blocks of frame construction have completely overshadowed the older stone load-bearing buildings of the second half of the 19th century. The "onion" tower of the Education Dept (lower photo, right) cannot now be seen from the West end of Bridge St, where the lower photograph is taken from.

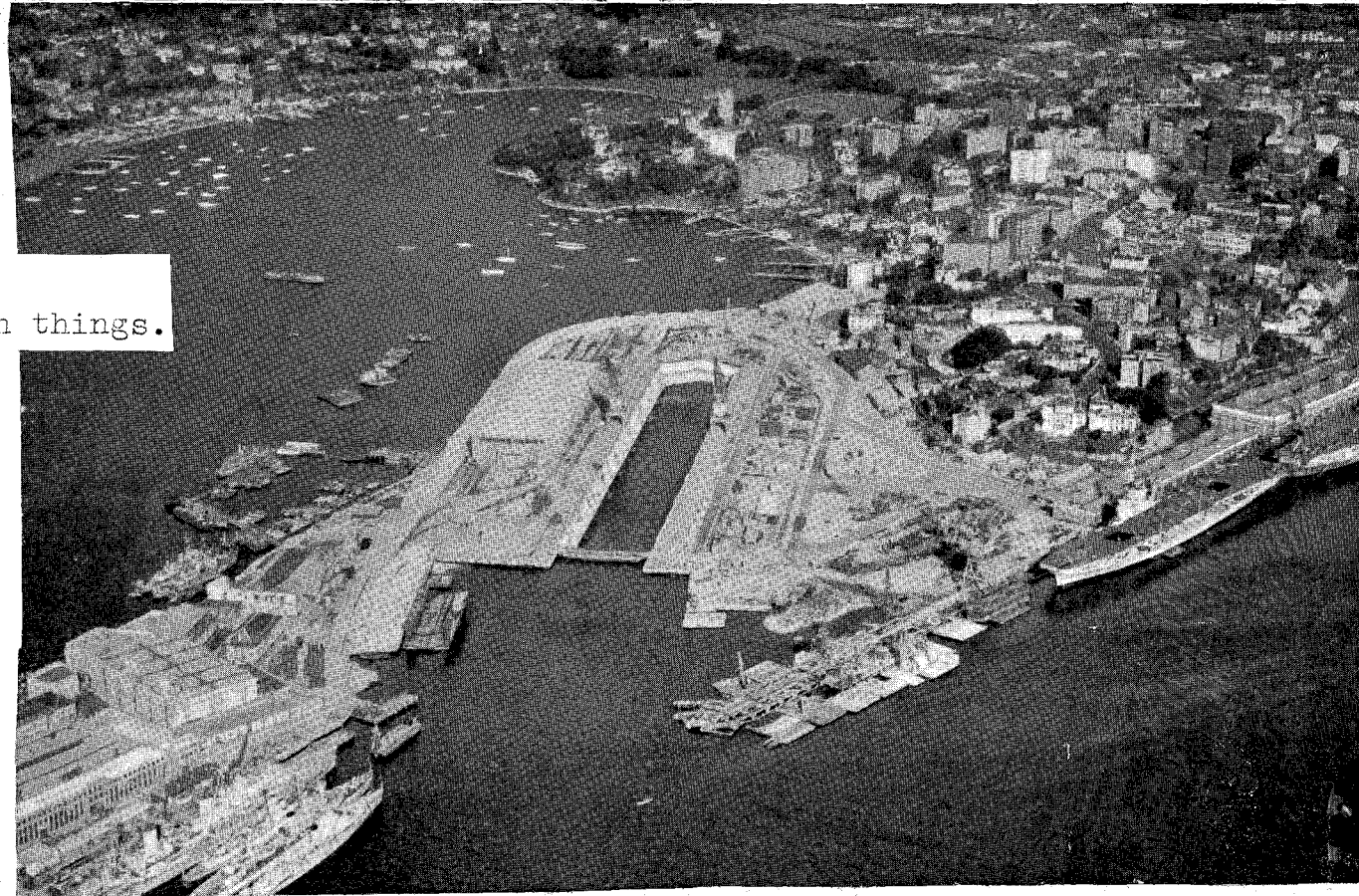
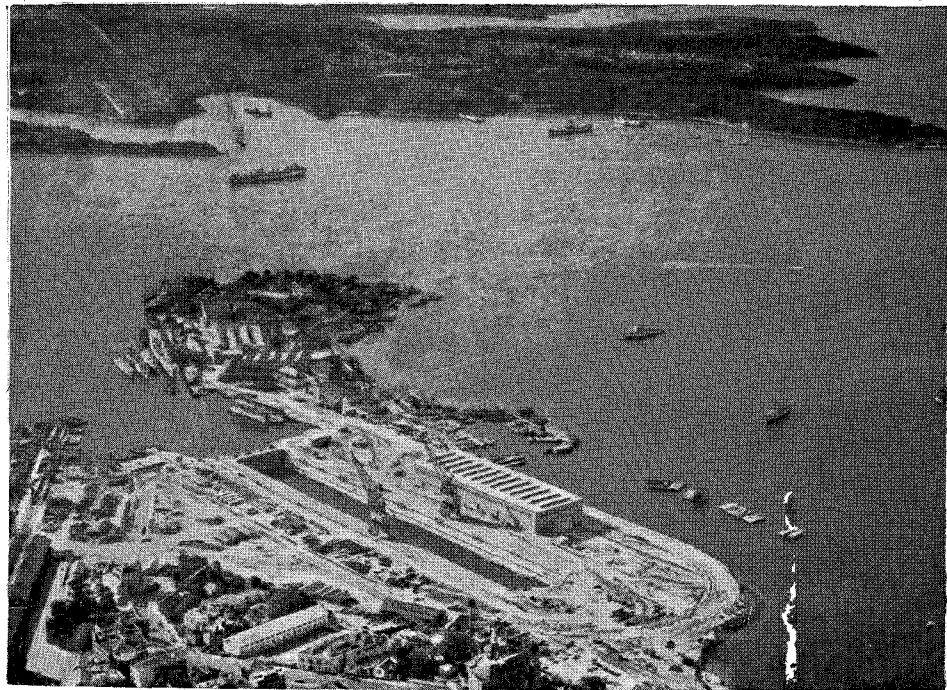


The G.P.O. clock Tower, Martin Place, was, in its time, (1885-1940) the highest building in Sydney; the place it held in the hearts and minds of the citizens still is expressed in demands for its replacement.

Broadway, the start of the Great Western Highway, soon after the building of the University main block in the second half of the 19th century. Fine dominating position of University in those times; if built today would need to be twice as high if it were to be as dominant.



A thing has weight---only in comparison with other things.  
What is tangible or meaningful is the relationships between things.

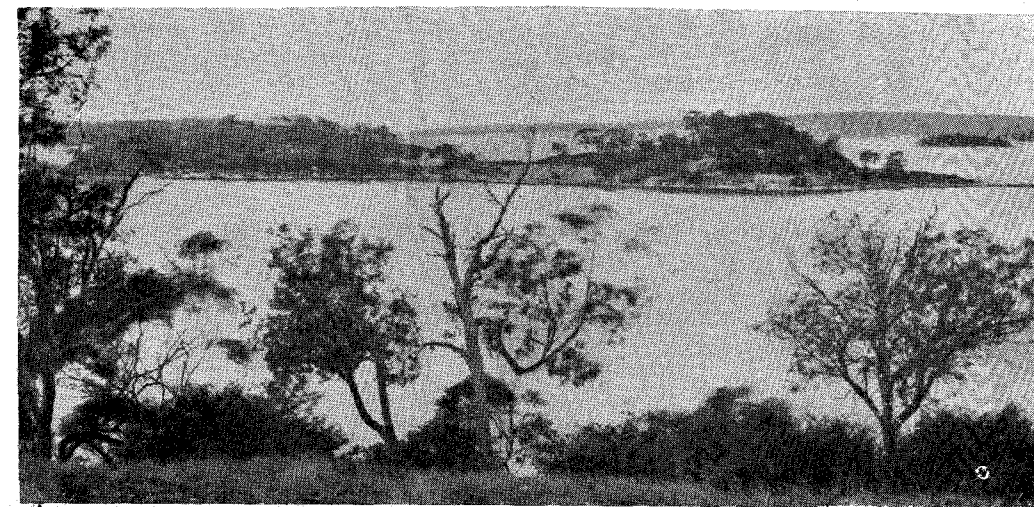


The development of Sydney as a major naval base is comparatively recent; a site east of the Harbour Bridge had to be chosen because of the danger of a bombed bridge choking the gap between Miller's and Milson's Points, "holing" up the navy. The photograph below shows Garden Island in 1870, looking east from Mrs Macquarie's Chair.

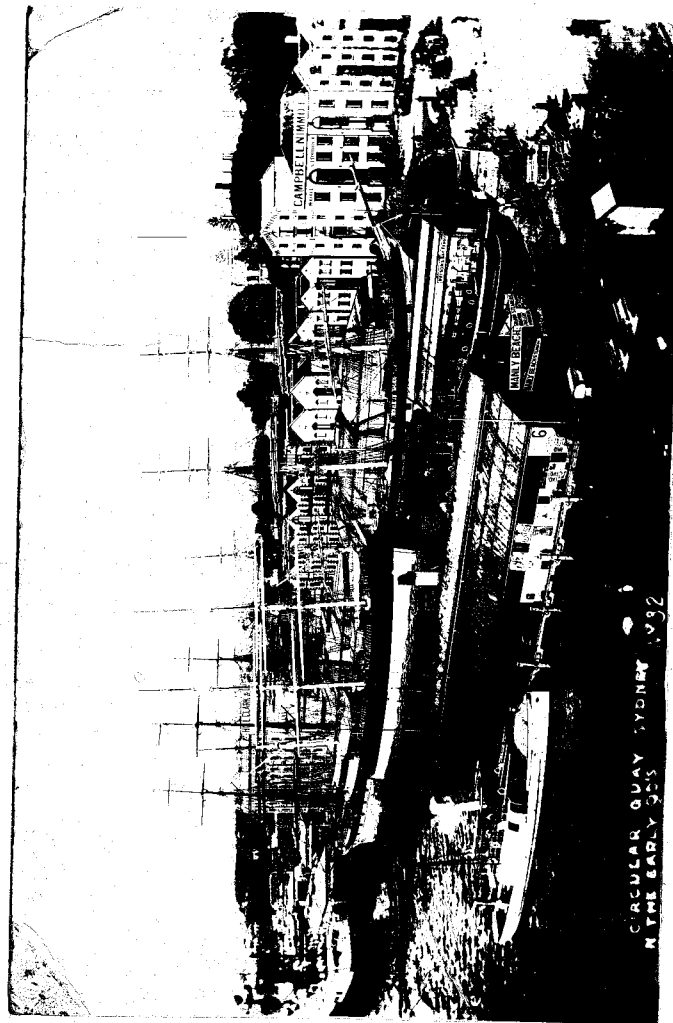
Here is an example of relationship between lion and polar bear. Such a laying down together can hardly be seen in an 80 day journey. "The biggest dry dock in the whateveritis" snuggles to the bosom of "the most densely populated, most highly urbanised living area in the Southern whatsis".

The inhabitatants of the King's Cross, Pott's Point, Elizabeth Bay area, are lucky to have a couple of hundred feet of foreshore accessible to Elizabeth Bay to add to their quarter acre of green space at the junction of Darlinghurst Road and Macleay Street.

They are not so fortunate in having a noisy, untidy, out of scale, strategically important Naval Base keeping them  $\frac{1}{2}$  mile from their natural harbour vantage point; this even granting the minor importance today of the decaying, but in practice, indispensable, docks in Woolloomooloo Bay. Beacause of the peculiar topography, the natural frontages of the above-mentioned inhabitants are from Elizabeth Bay to the Point ~~itself~~.... and momentarily disregarding the unshiftable.... Garden Island itself.







The most densely populated area in Australia is within this photograph of Pott's Point, Elizabeth Bay, King's Cross & Darlinghurst, and there exists at present only  $\frac{1}{4}$  acre of open park space at the junction of Darlinghurst Road, Elizabeth Bay Road, and Macleay Street, together with a similar small area and a few feet of foreshore at Elizabeth Bay.



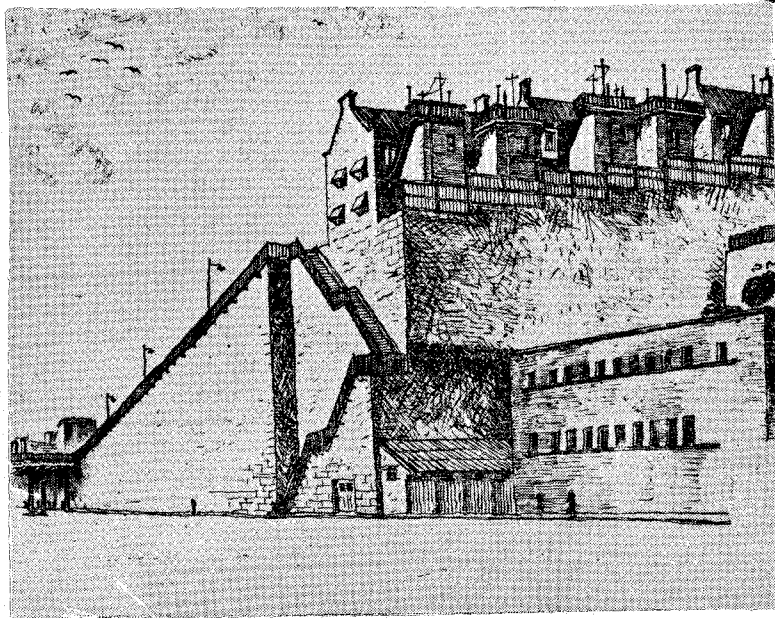
This photograph shows the relation of the central city area to to Harbour entrance. The passage of ships through the Heads into the Sound, and up the Western Channel till they round Bradley's Head and continue straight towards and under the Harbour Bridge is indeed a majestic one. The suitability of the Harbour for ceremonial occasions was well demonstrated on the arrival of the Queen aboard the "Gothic".











The top photograph was taken before the war. This view of the Harbour Bridge seems to make it appear more out of scale than ever. The drawing is of the heights above Hickson Road, Darling Harbour. It shows the exciting sculptural qualities of the area, but also demonstrates the practical difficulties of handling goods streaming to and fro the docks, out of sight on the left.





Snapshot of Circular Quay from the South East Pylon. Future Passenger and cargo wharves will be built on the multi level principle on the West side of Sydney Cove. General cargo wharves are planned for the East side, which are to be straightened out, not following the present dogleg outline. If the Circular Quay area continues to be developed as a major shipping, railway, and business centre, it will be a busy place in 25 years time.

Note the super highway character of the complex Northern approaches of the Harbour Bridge. Note also the alienation of foreshores on the Northern shore of the Harbour shown in this photograph. Note in this regard particularly the stupid position of the electric trains parking yard next to Luna Park. Notice also the beginning of the ribbon development along the main Northern Highway in the foreground. The large open space in the right foreground is part of the "Shore" School.

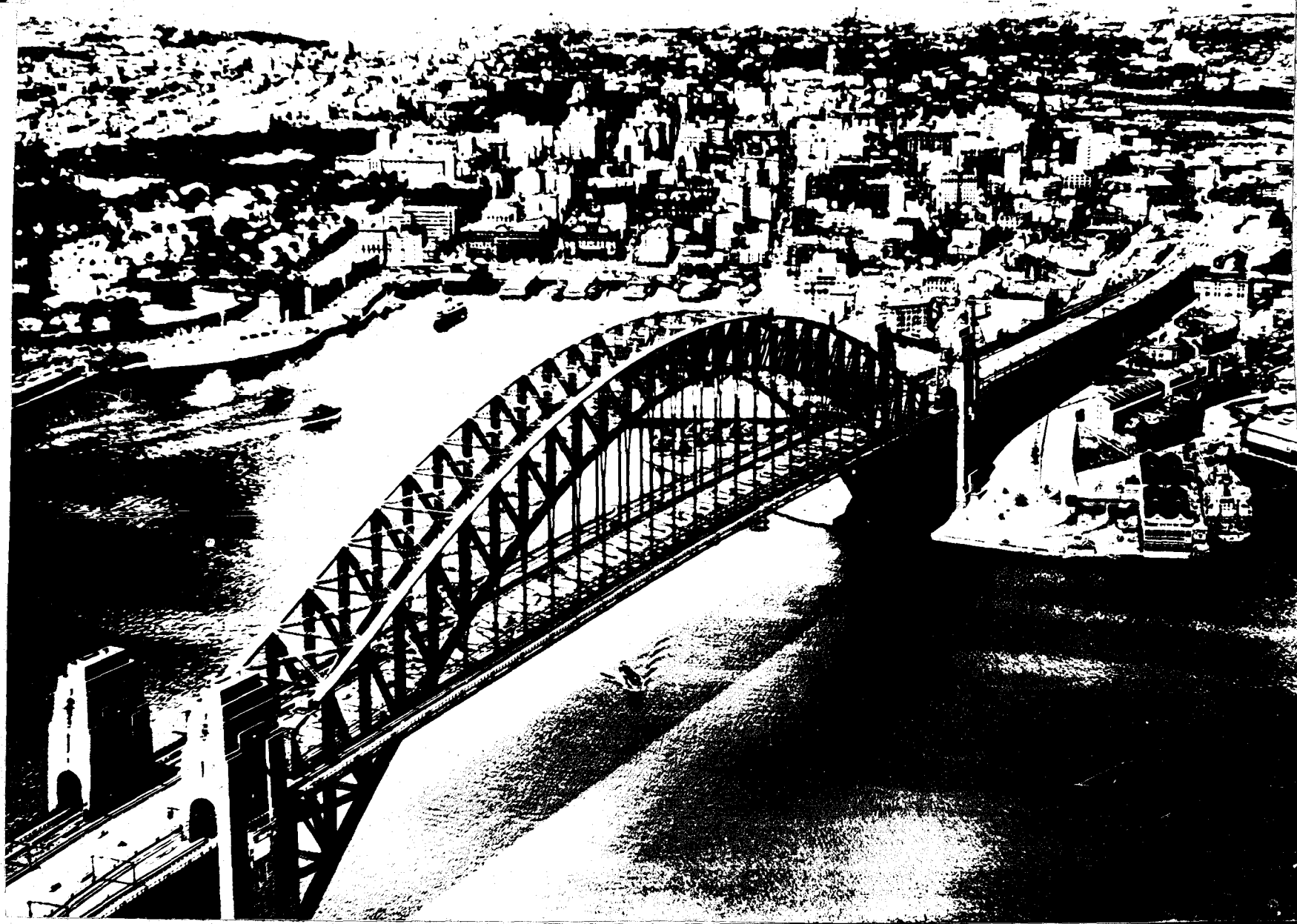
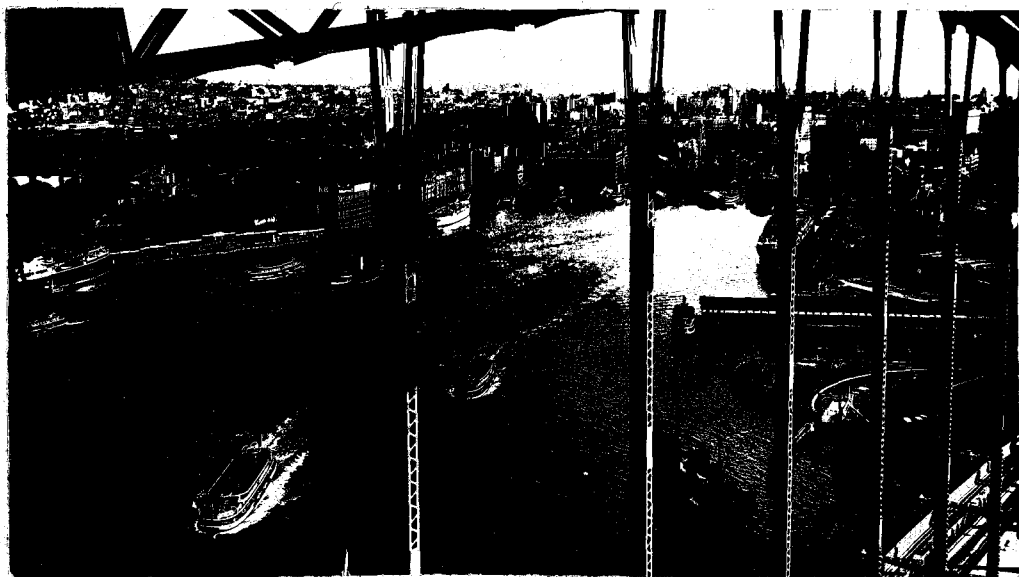






Woolloomooloo has an uncertain future; the use of the docks for commercial trade will probably disappear, but the Bay faces the extension of Naval activities from Garden Island. The area behind the docks has been zoned as a residential one by the City of Sydney Planning Scheme. However business houses already have large investments in the district, mostly in storage premises.







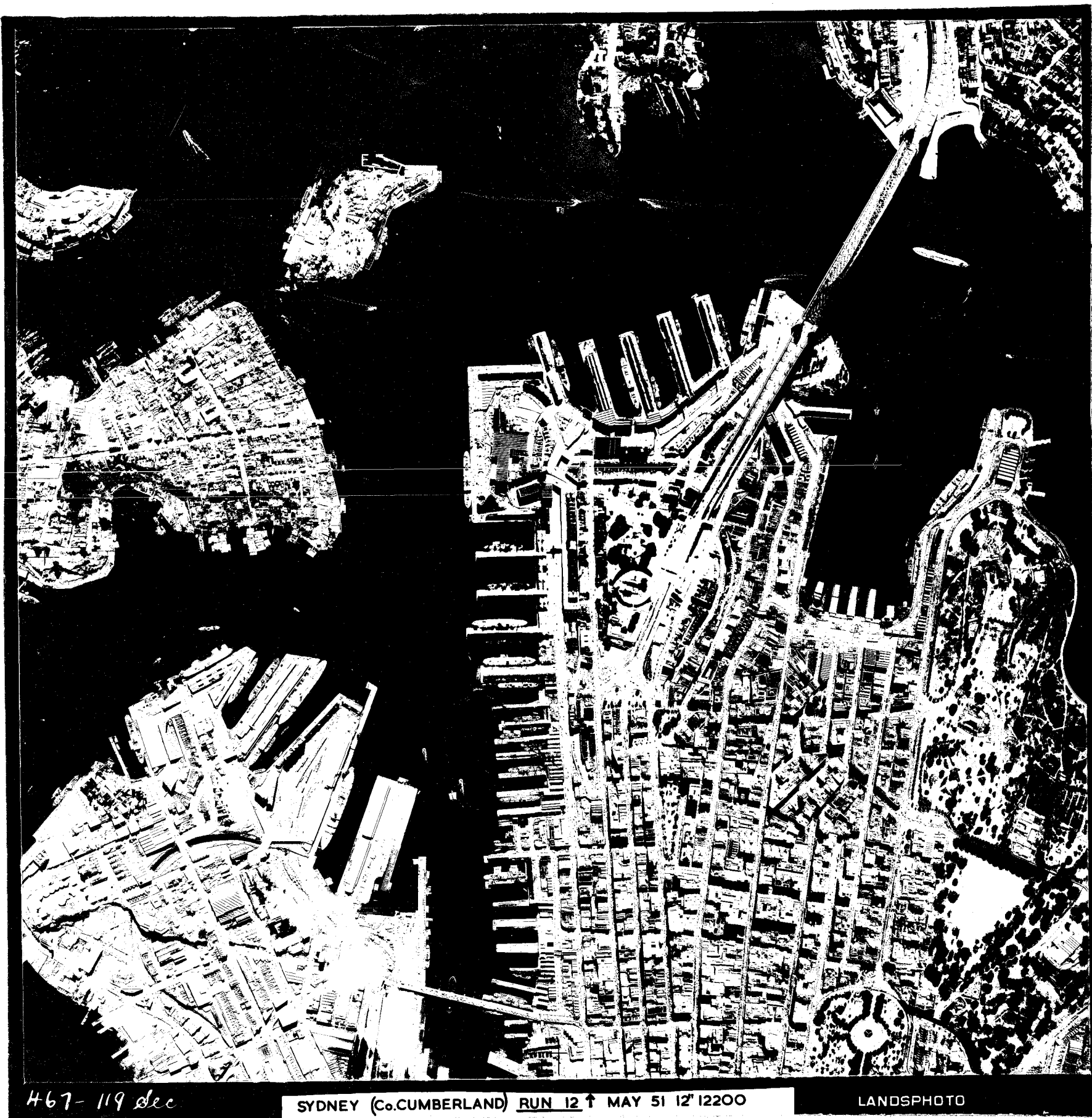
It is idle to reflect on what is past,  
ideal to reflect on what is to be,  
practical to consider immediate steps,  
--- but to combine the three  
is perfection.

from Harry Lorin.

"Things you see  
when you haven't  
got a gun."

The bridge in this view for the first time  
assumes in my eyes some grace, even beauty.

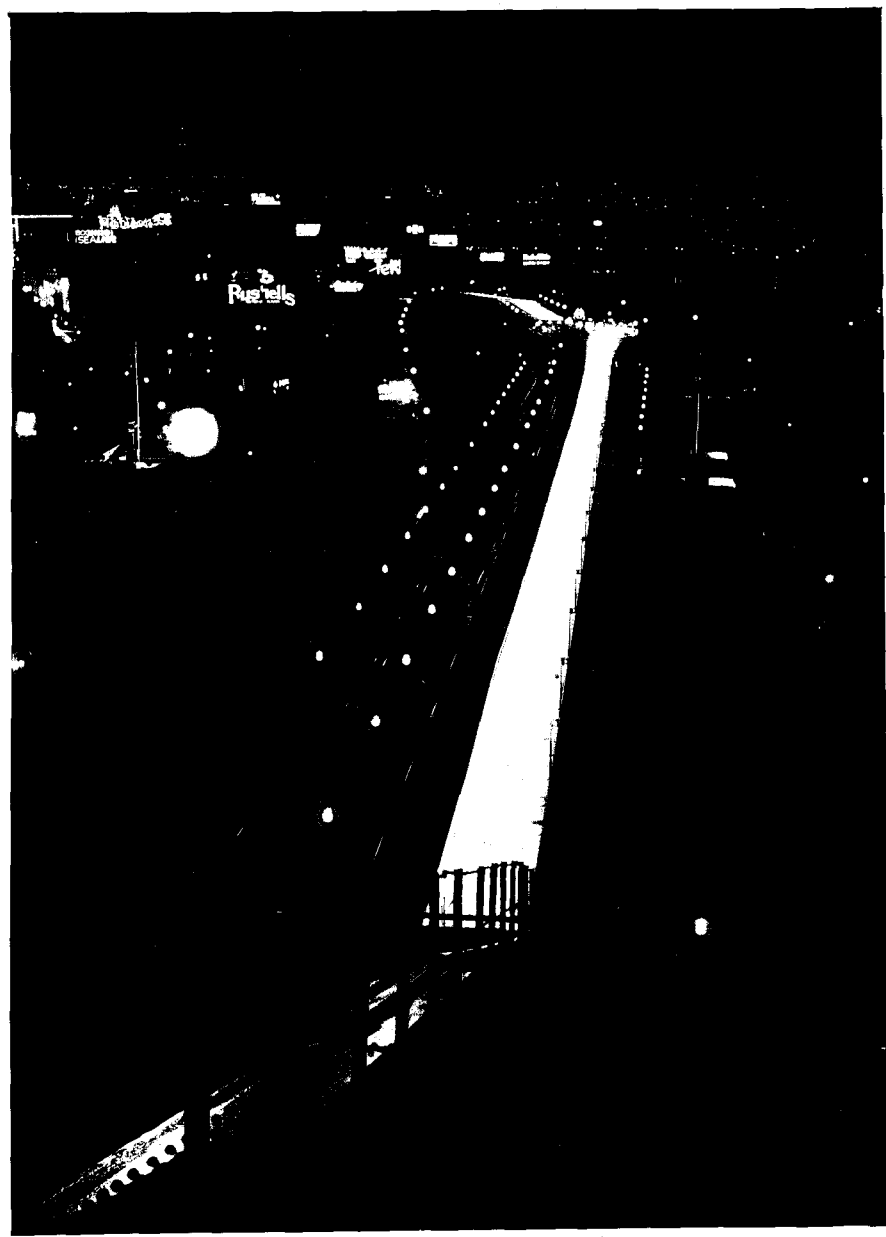
It is interesting to compare the appearance  
of trees in Botanic gardens, Domain, and on  
Observatory Hill in this vertical view, with  
the rich full appearance given in a low  
angle view.... see panorama.



467-119 dec

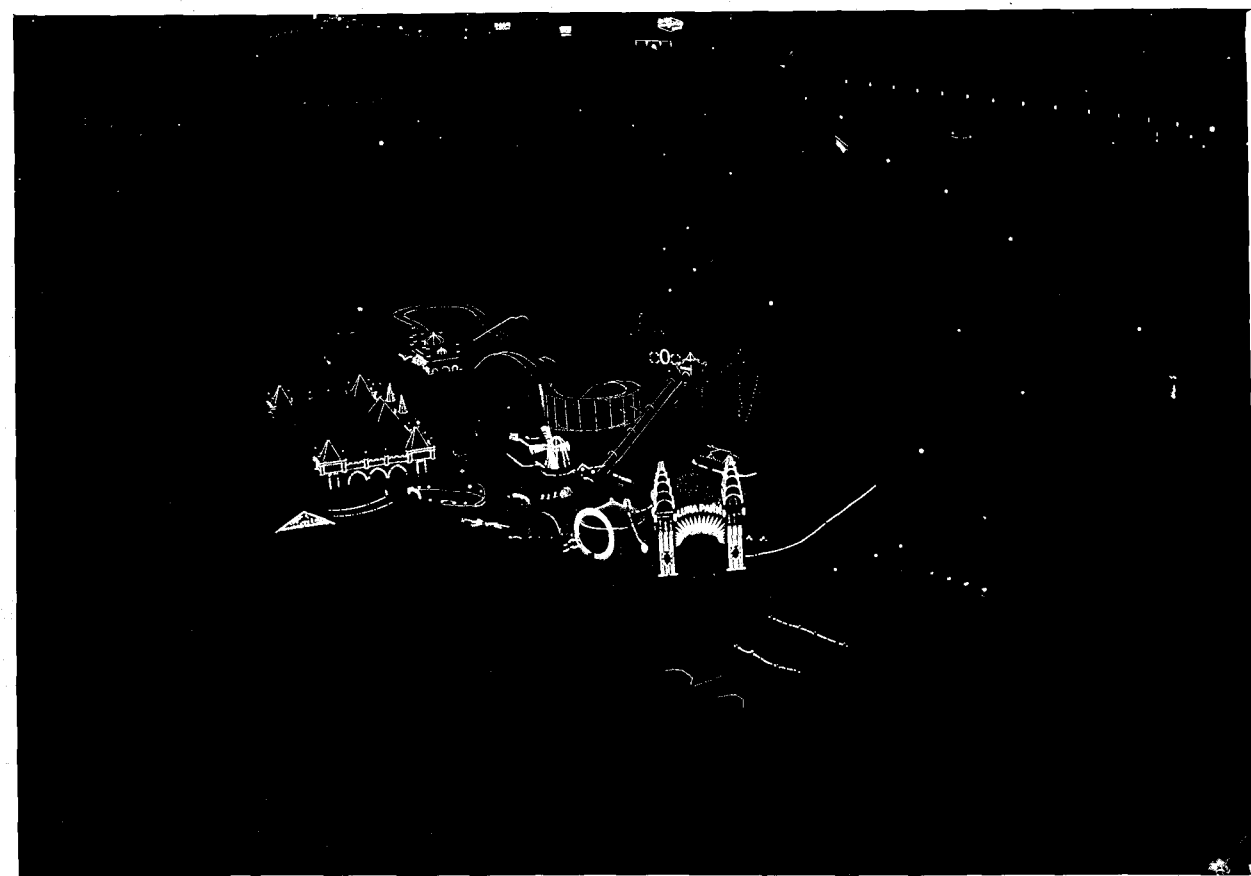
SYDNEY (Co.CUMBERLAND) RUN 12 ↑ MAY 51 12' 12200

LANDSPHOTO



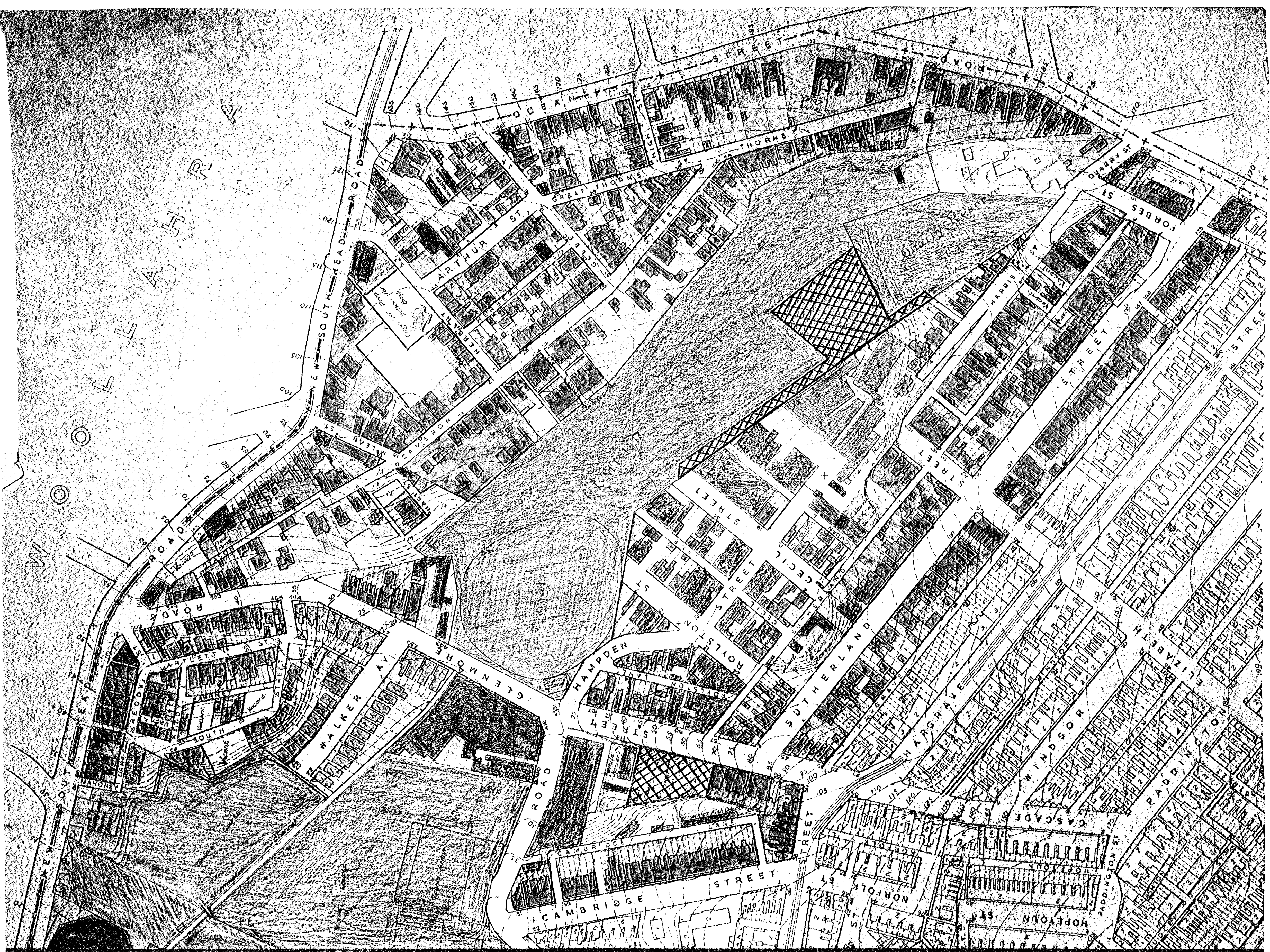
Advertising signs specially set up to distract, or amuse the motoring public. Reflection of American influence. These signs look their best at night when they are accents in the abstract light patterns of a city; otherwise they are banal, and look ugly during the day.

Luna Park at night from the top of the Bridge arch. Note the lights of Bradfield Highway leading up to Victoria Cross.











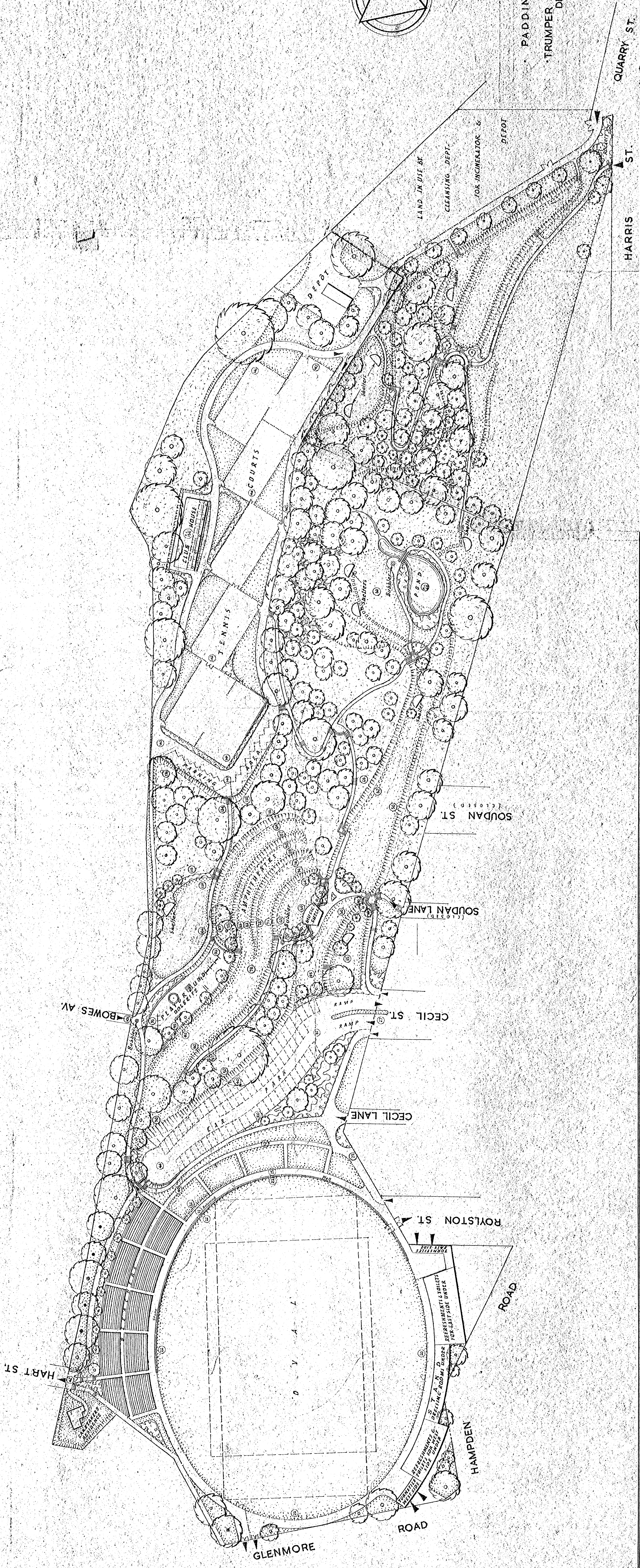
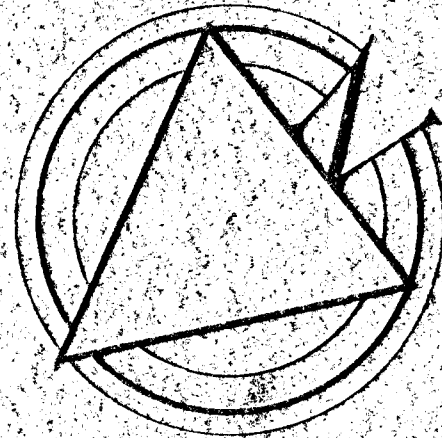
Land use map of the survey area, showing existing development as follows:---

|   |                              |
|---|------------------------------|
| Living.....                               | red                          |
| Shopping.....                             | orange                       |
| Commercial uses other than shopping ..... | brown                        |
| Special uses.....                         | yellow                       |
| Educational.....                          | blue edging                  |
| Open Space.....                           | green                        |
| Industrial.....                           | purple                       |
| Extractive industry.....                  | purple edging<br>& hatching. |

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PADDINGTON  
TRUMPER PARK  
DEVELOPMENT  
50FT - 1/4"  
P80/P2



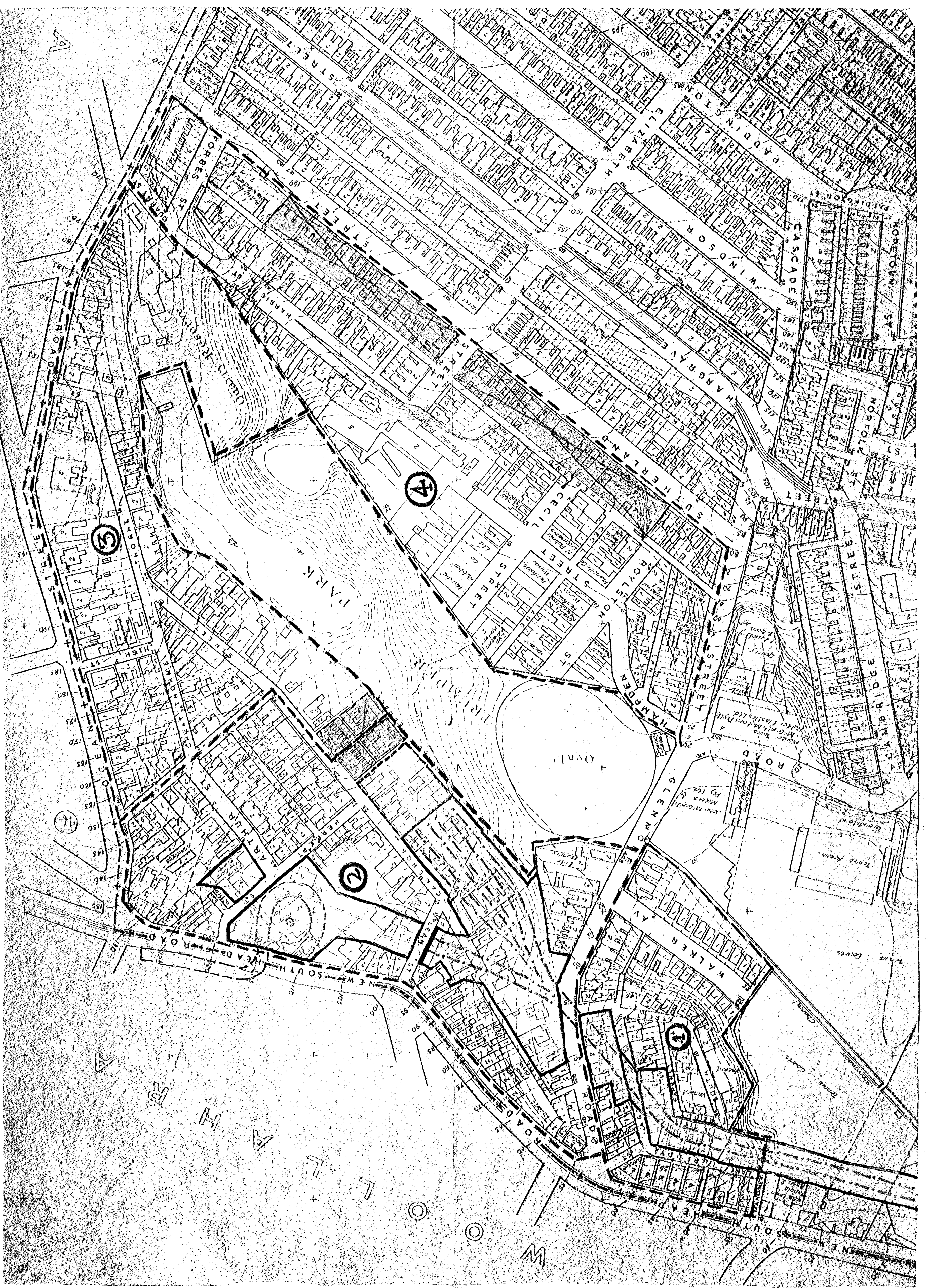
QUARRY ST.  
HARRIS ST.

2/11



Proposed redevelopment of Trumper Park reserve, including sites of  
Incinerator, Garbage dump, and Quarry, prepared by the Landscape Architect  
of the City of Sydney.







This map carries blue lines outlining four census collectors' areas of the 1947 census:---

|   |   |        |   |
|---|---|--------|---|
| Collector's area 1.....total population 774, density 35.2,<br>(107 houses, 5 blocks of flats) |   |        |   |
| "   | " | 2..... | " 834, " 41.7,<br>(195 " 7 blocks of flats) |
| "   | " | 3..... | " 578, " 36.1,<br>(138 " 8 blocks of flats) |
| "   | " | 4..... | " 875, " 37.0,<br>(194 houses only).        |

(N.B. "flats" includes residential, etc.).

TOTAL POPULATION OF SURVEY AREA IN 1947 was 3061.

Map of the survey area illustrating:---

1. Land proposed to be resumed under the City of Sydney Planning Scheme for new Open Space..... green;
2. Land proposed to be resumed under the Eastern Suburbs Railway Scheme by the N.S.W.G.R. for lines, excavation for bus terminal, and excavation for underground lines and station,... yellow.