

*This is a typical Outline Plan prepared by the Cumberland Council on behalf of a local authority. The area is as yet barely touched by development. This plan could lay down the broad pattern of its development over the years to come. Provision is made for: (1) local industrial areas to provide local employment, (2) a District Centre skirted by main roads, (3) a system of neighbourhood centres, primary schools and local parks, outlined by main roads so that they are within easy and safe walking distance of every home, (4) a zoned area around the Centre for high density apartments.*

A TYPICAL  
OUTLINE PLAN

Sydney stands now as the major port and gateway to the State. It is not an island in isolation. It depends on the resources and production of the State just as the State depends on the wealth, markets and industrial capacity of its capital city.

Just how big will Sydney grow? What social, economic and technical changes will we have to face within the next five, ten and fifteen years? The answers to these, and other similarly important questions, depend on factors outside County control. They depend on the overall development and migration policies of the Federal and State Governments. They depend on international as well as national policies.

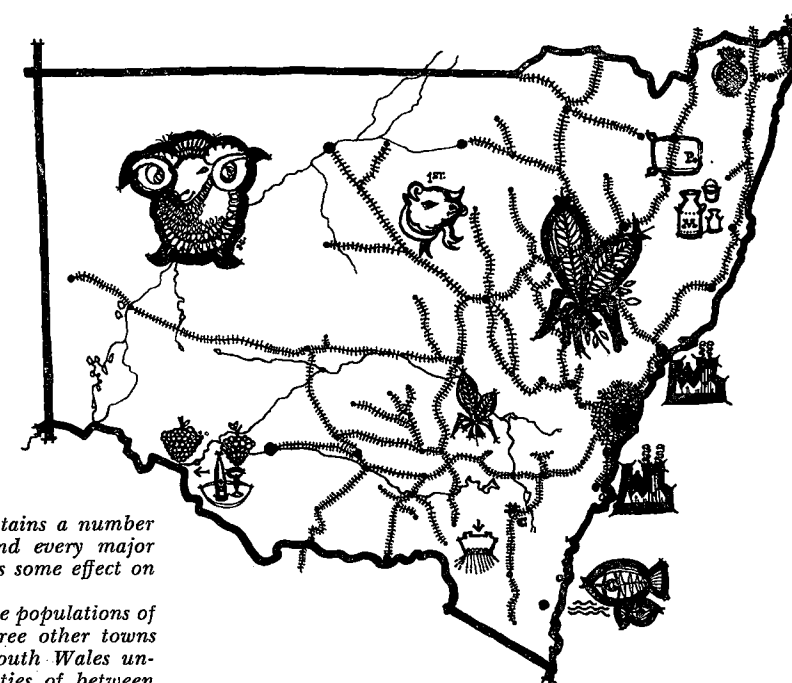
New trends in power supply, the completion of the Snowy River Scheme, the creation of atom-fuel plants which do not depend on proximity to fuel supplies, new developments in faster, more efficient transport and increasing fertility of some rural areas—all these may well bring about changes in the over-centralised Australian pattern. The Cumberland Council is continually studying these policies and trends.

## WE CAN NOW PLAN AUSTRALIA'S FUTURE DEVELOPMENT THROUGH REGIONS TO LOCALITIES

The ultimate aim of planning is simple—it is merely the provision of basic needs enabling the individual living in a community to enjoy a convenient and congenial way of life. These all come down finally to quite small things, easily understood and appreciated by everyone; a protected local park, an efficient and pleasant factory group, a convenient and safe local shopping centre.

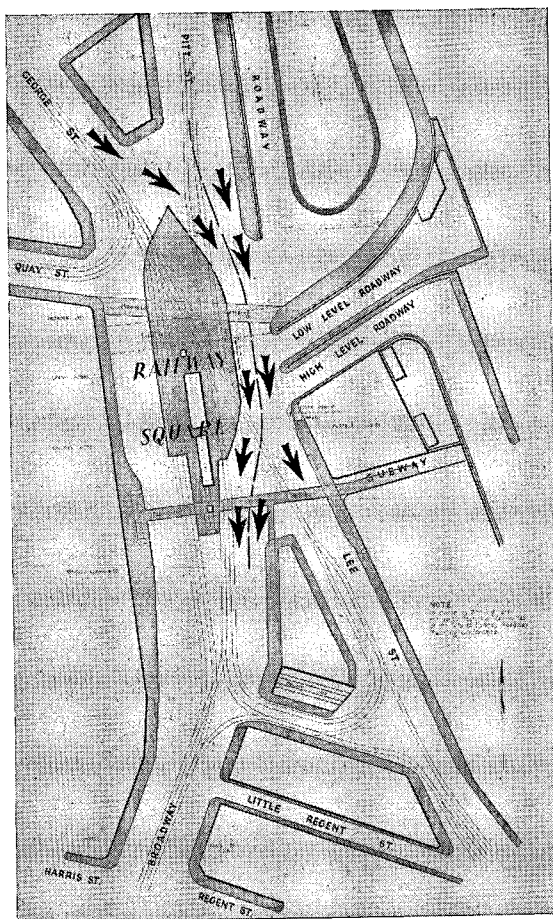
A local planning scheme is the means by which these things are achieved. Local Councils in the County of Cumberland are required to prepare such schemes by the Local Government (Areas) Act of 1948. A Council may do this independently, by hiring special staff or by enlarging the responsibilities of its Engineer: alternatively, it may appoint the Cumberland Council. Councils using their own staff include: the City of Sydney, Warringah, North Sydney, Parramatta, Ryde, Blacktown, Fairfield, Liverpool, Bankstown, Botany, Woollahra and Leichhardt.

The Cumberland Council adopts a two-stage technique in local planning—the first is the OUTLINE PLAN and the second is the STATUTORY PLAN. Outline planning involves a general survey with detailed study given only to the major problems of a locality. It gives the local Council an opportunity to consider the main proposals before going on with the statutory scheme.



*New South Wales contains a number of varied productive regions, and every major activity within its boundaries has some effect on Sydney.*

*Newcastle and Wollongong have populations of 178,000 and 90,000, but only three other towns exceed the 20,000 mark. New South Wales unfortunately lacks middle-sized cities of between 50,000 and 100,000 people: towns of this size can support urban amenities and can take away some of the burdens of centralisation in the capital city.*



*This plan shows the Council's proposals for speeding up traffic flow in Railway Square and Regent Street. It is already implemented to the extent that traffic lanes have been marked out, right-hand turns eliminated, Regent Street devoted to one-way traffic. Time wasted in delays at the Regent Street-Broadway intersection has been reduced from 28 minutes per hour to 12 minutes per hour, even though traffic in Broadway has increased from a volume of 1,200 vehicles per hour to 1,400 per hour. All statistics refer to the afternoon peak period.*

## MAKING THE BEST OF WHAT WE HAVE

The main traffic arteries of Sydney are critically affected in parts with an advanced stage of ribbon development. Examples of this are the Princes Highway at King Street, Newtown, and the Great Western Highway along Parramatta Road. These carry a ribbon of shops, factories, hotels, service stations and cinemas. The roads are further burdened with continually stopping trams and buses.

While we are waiting for our complete system of County Roads, the Cumberland Council is contributing much to temporary traffic relief. Interim Traffic Relief, as it is called, consists of expedients designed to speed up traffic, reduce accidents and save money.

Existing bottlenecks are closely studied; usually it is found that improvements can be

made in many small ways. The Cumberland Council presents the results of research and proposals to the City of Sydney Roadways Conference. Bottlenecks so far analysed include: Broadway-Parramatta Road; Railway Square-Regent Street; Victoria Road, Ryde; and the Princes Highway. Action has already been taken in Railway Square and Regent Street, where traffic flow has now increased by as much as forty per cent.

Action is under way to streamline procedure in controlling ribbon development. Development of a type which tends to create traffic bottlenecks and frustrating delays will be controlled. Action now will eliminate the necessity for future expensive cures.



*This air-photo shows an area of fertile and fully developed Green Belt at North Ryde. The residential area from Lindfield to North Sydney is beyond the top of the photograph. The protection of highly productive rural areas is one of the purposes of the Green Belt. The Green Belt was thoroughly re-examined during 1954; complete land-use, subdivision and soil type surveys were made. The Council is now acting on the results of these surveys; small sections of the Belt may be re-zoned as Living Areas in consequence. The main restriction at present imposed on development within the Green Belt is a minimum lot size of 5 acres.*

## PROTECTING THE GREEN BELT

The Green Belt is an essential feature of the Cumberland Scheme. It was designed to stop the suburbs sprawling out to the Blue Mountains and to provide a permanent area of countryside around the city. Provision of a Green Belt around large cities limits the spread of the built-up areas; it affords public authorities a firm basis for the design and installation of roads, electricity, gas, water, sewerage, telephones and provides sites for institutions and other special installations. The Green Belt ensures

the cheapest possible establishment of these services because it controls the direction and volume of demand. The Green Belt preserves fertile countryside for food production and prevents the inhabitants of Sydney from becoming lost in what would become an ever-increasing residential desert.

Protection of our Green Belt is the first step towards proper decentralisation which will require a positive policy of encouragement to satellite city schemes outside the Belt.

The Council, in common with authorities grappling with the over-large spread of other great cities of the world, believes that "the bigger the better" is a discredited slogan for the twentieth century metropolis.

## CHANGING PATTERNS OF INDUSTRY

The penetration of factories into once highly desirable living areas has helped to spoil them. Zoning to separate industry from houses is now an accepted principle of good city management.

Once it has been decided that industrial zones are necessary, the question arises: where to put them? Should they be grouped together, or dispersed? Just where are the most suitable places for the zones?

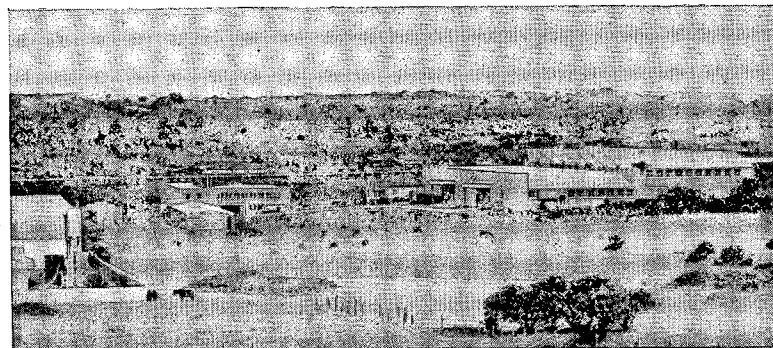
The Cumberland County Council, from the first, has maintained that "industrial development is the most vital single problem that planners must face." The Council had the job of guiding the great post-war expansion of our industry into the best possible places. It limited factory growth in the inner areas, and zoned many acres of vacant outer land for industry: it decided that employment should be provided close to the workers' homes in outer suburbs; it decided that the metropolitan

transport system could not continue to carry more and more people, twice a day, to and from the centre; it felt that local interest could best be developed if the menfolk worked nearer home; it decided that protection from total warfare demanded industrial dispersal.

The Council's efforts to guide the location of industry have been successful: in 1947, 70 per cent of County industrial employees worked within three miles of Redfern station; the figure in 1954 had fallen to 53 per cent, and is falling steadily every year.

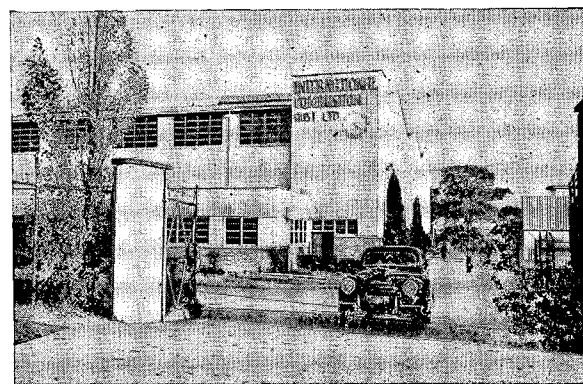
Census statistics show that industrial employment within three miles of Redfern station decreased from 188,000 to 164,000, while industrial employment in 19 outer Municipalities and Shires increased from 32,000 to 68,000 — an increase of 110 per cent.

Future policy on the location of industry will encourage the establishment of factories even further away from the inner city.

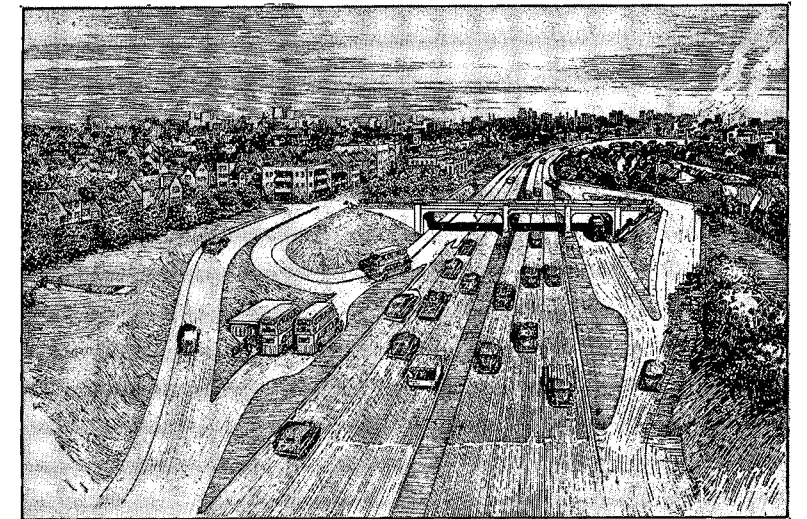


*Left: Some of the industries recently established at the Kingsgrove Industrial Area. A number of these are new, others have moved from the inner areas. Hurstville Council is assisting industrialists in this area by acquiring old residential subdivisions and making the land available in new parcels, more suitable for its new purpose.*

*Right: This photograph shows a typical example of the relatively high standard of architectural design, construction, landscaping and amenity which is being achieved by new factories in outer zones. This particular factory is at Rydalmere.*



*This drawing shows a junction of a future expressway—a typical example of the principles involved in a modern arterial road design. Prepared by the Department of Main Roads, it illustrates the grade separation of cross traffic (overpass), the acceleration and deceleration lanes at a junction, side bus stations, central median strip and the flanking strips of parkland which prevent the congestion and hazards caused by uncontrolled ribbon development.*



## PREPARING FOR NEW COUNTY ROADS

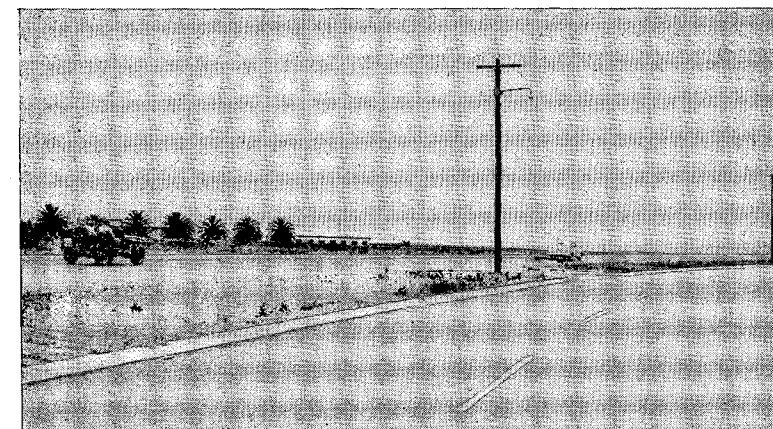
A system of radial and circumferential routes is part of the Cumberland Scheme: some are entirely new, some involve widening and realignment of existing roads. Entirely new roads are required in some cases where widening and realignment would not be sufficient to ensure modern standards of safety and speed: limited access to motor traffic highways is just as necessary as the restrictions that stop people from walking on railway lines; wide lanes, median strips and high-speed design standards require wide road reservations and gentle, sweeping curves.

The system is designed to overcome the problems of congestion, loss of time and accidents which are becoming more apparent every day on our existing highways. Estimated losses per year in traffic congestion around Sydney vary

between £18m. and £34m. In the Sydney region last year 369 people were killed and 9,586 people were hurt on the roads. Congestion is costing hundreds of human lives and millions of pounds each year—right here in Sydney.

The Scheme is providing: (1) 88 miles of new Expressways, (2) 70 miles of existing roads raised to Expressway standards, (3) 45 miles of new 4-lane County Roads, (4) 222 miles of County Road widenings. Additional to this 425 miles total of new and reconditioned roads, another 340 miles of existing work has been included in the County system.

The reservation of vacant land for road purposes is going ahead. Land to the value of £240,000 has already been bought by the Cumberland Council.



*This photograph shows a section of the recently completed General Holmes Drive at Botany, skirting the Sydney Airport. This is the first of the new County Roads; it has a central median strip, is not burdened by ribbon development, and can carry heavy and high-speed traffic without congestion and with safety.*



# WHOSE JOB IS IT?

The Ordinance is a schedule to the Local Government (Amendment) Act, 1951, and it was the approval of this Act which gave the Ordinance its legal effect. The Scheme is made up of the coloured map, depicting the details of the Scheme, together with the Ordinance which provides the means for implementation.

The Ordinance provides that buildings may be erected on any particular land, or the buildings or land used, only in conformity with the appropriate zoning. For all development, other than dwelling houses in Living Areas, it is necessary to obtain permission from the authority responsible for that particular zone. The zones of the County Scheme are:—

- \* Living Areas
- \* Restricted Living Areas
- \* District Commercial Centres
- \* Industrial Areas, Classes A, B, B (Reserved), Water-front, Extractive, Offensive and Hazardous.
- \* Special Use Areas
- \* Rural Areas
- \* Green Belt

In addition to the land-use zones, the County Scheme “reserved” land for future parks, sports areas, major roads and railways. The “reservation” of land implies its acquisition; the County Council must buy such land, if vacant, on the owner’s request, while conversely it has power to resume such land when the occasion demands.

Clause 5 of the Ordinance sets out generally the Responsible Authorities for various sections of the County Scheme. The County Council is the Responsible Authority for:—

Land subject to reservation for Open Space, County Roads or Railways; Green Belt Zones Special Use Zones;

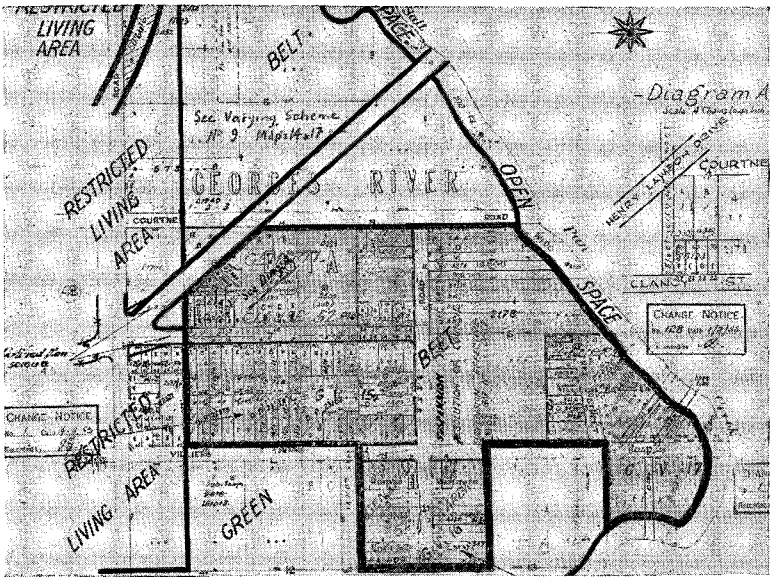
and irrespective of zones or reservation, for:—

Lands of the Crown or of any public utility undertaking;  
Places of scientific or historic interest;  
Controlled access roads and restriction of ribbon development.

The local Council is the Responsible Authority for all other major matters.

In these modern times, the procedures of government are becoming ever more complex. The County Council believes that it has an additional responsibility to explain administrative procedures as clearly as possible. A “Guide to the Planning Scheme Ordinance” was prepared and published early in 1952; copies of the third edition of this booklet are available free on application to the Cumberland County Council, Box 3927, G.P.O., Sydney.

This is one of the Council's maps showing an area of Green Belt at Bankstown, where many houses were built between 1948 and 1951. In the shaded area, the erection of further houses on lots smaller than five acres was allowed by action under Clause 52 of the County Scheme Ordinance. This action, however, did not allow for the erection of shops, and this small pocket of Green Belt is being rezoned as Living Area in the present series of Varying Schemes.



## A FLEXIBLE PLAN

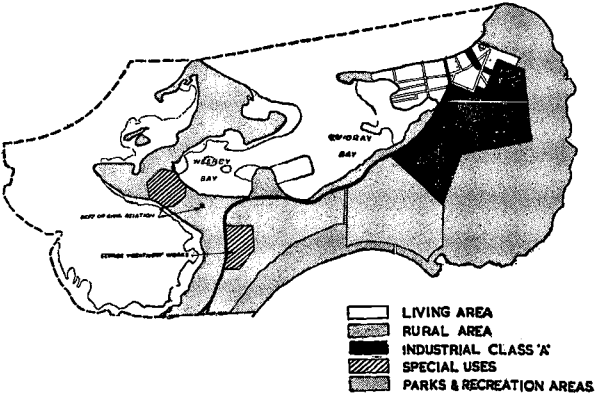
We are not willing to sacrifice our democratic processes no matter how slow-moving they may be. The plans we make must be flexible; they must be constantly under review, and must be amended in the light of properly conducted surveys.

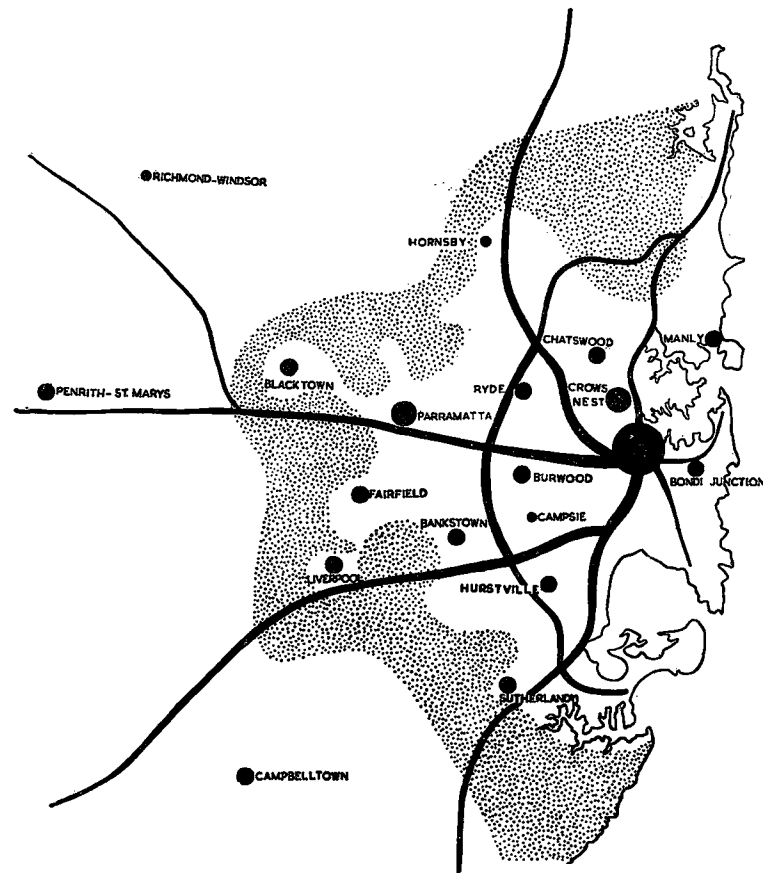
When the Minister for Local Government completed his examination and amendment of the original 1948 Scheme, Parliament approved it and the County Council set out to administer a plan that was, in some minor particulars, three years out of date. The period 1948-1951 was uncertain; during these years, many thousands of houses were built in the County and some development was permitted

which was not in line with the plan. Since then, the Council has acted to get rid of these anomalies by using various “escape” clauses — Section 342v of the Local Government Act and Clauses 12 and 52 of the Cumberland Scheme Ordinance.

At present, the Council is working on a series of Varying Schemes aimed at the abolition of minor anomalies. These Varying Schemes are not major variations of the original principles and purposes of the Cumberland Plan. They are clearly justifiable adjustments ensuring that planning is at the same time efficient, flexible and “as democratic as it is possible to make it.”

In 1952, the Minister suspended the provisions of the County Scheme over the Kurnell Peninsula; he directed the Council to prepare a Varying Scheme to accommodate an oil refinery. The Council set out to do this, and at the same time protect the valuable sand deposits, the wealth of scientific material, the wild life, the oyster farms and the historic landing-place, which surround the Village of Kurnell. The Council consulted scores of authorities, private owners and groups of scientists, historians and preservationists. The new land-use Scheme which emerged from these consultations was a just compromise for all the interested parties.





This sketch shows some of the main features of the Cumberland Scheme.

Radiating from the central city core are four main Expressways: the North-western, the Western, the South-Western, and the Southern; linking these there is a main Circumferential or Ring road. These are the major traffic arteries of the future; a network of other County Roads interlaces them.

The shading covers the Green Belt together with Ku-ring-gai Chase and Sutherland National Park. These three are protectively zoned to limit the expansion of the built-up area.

The sketch also attempts to illustrate the principles of dispersal within the metropolitan area. Fifteen District Centres are indicated; the Scheme aims to encourage the growth of these as dispersed commercial, civic and cultural sub-centres to relieve the burden at present placed on the city: the growth of these sub-centres will revitalize our suburbs.

## A COMMON-SENSE PLAN

Perhaps the most important aim of the Cumberland Scheme is to disperse employment within the metropolitan area, so as to relieve the disabilities and inconvenience suffered by employees and their families and to relieve the money losses suffered by industry and commerce. These ill-effects are due to the over-concentration of metropolitan activity within the inner core of the County.

The Cumberland Scheme also aims to achieve—

► Improvements in the standard of living by arranging the day-to-day needs of the family in proper relationship to the home; thus the Scheme aims to encourage the further development of District Centres of commercial, cultural and civic significance to the surrounding suburbs.

► Reduction in the cost and time of the journey to work; thus the Scheme aims to disperse industrial areas around the outer suburban areas and limit further industrial growth around the city core.

► The reservation of land now for future parks, recreation and sports areas to overcome the present shortage of conveniently located open spaces.

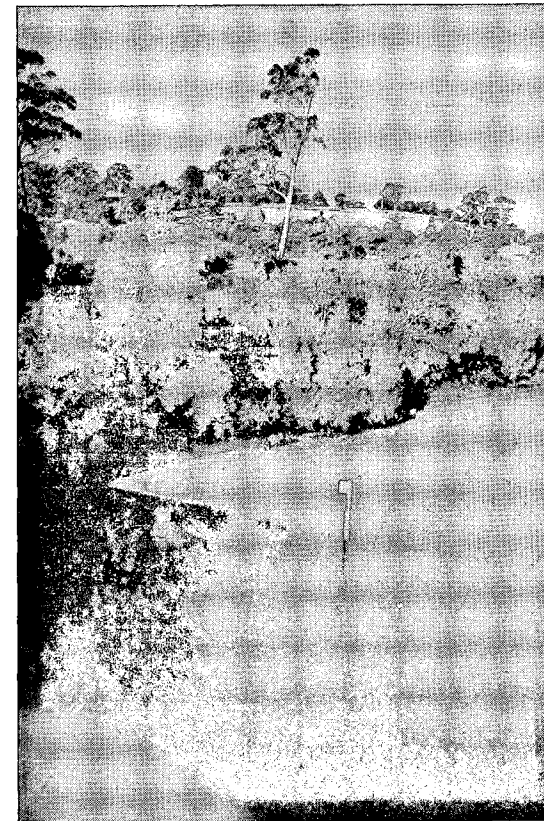
► A reduction of traffic congestion and road accidents; thus the Scheme aims to restrict ribbon development, and to provide a system of major national and county roads and expressways designed for fast through traffic unhindered by pedestrian or cross-traffic.

► A basis for a complete and economical system of utility services.

► Reduction in cost of production — and so in the cost of living — by eliminating wasteful expenditure on transport, travel and abortive development.

► The fostering of a healthy community spirit by residential development in planned neighbourhoods.

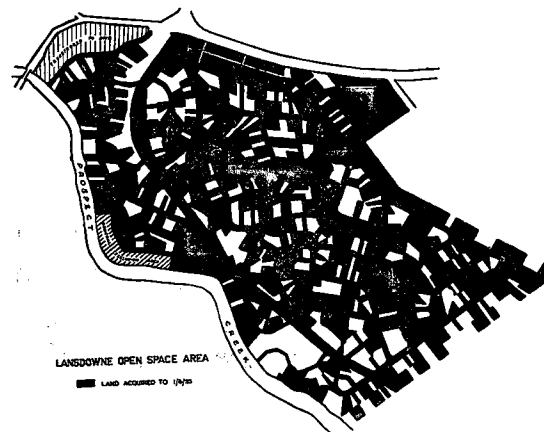
► The safeguarding of food-producing land by curbing premature subdivision.



The lightly timbered slopes of the County Open Space reservation are partly revealed in this photograph taken from historic Lansdowne Bridge. The shadow of the bridge cast on the placid waters of Prospect Creek hints at the subtle curves so intricately calculated and so masterly constructed by David Lennox in 1835.

## NEW PARKS AND SPORTSGROUNDS

The plan below shows in solid black the areas within the Lansdowne reservation acquired under the Cumberland Scheme.



The Cumberland Scheme has provided a system of parks and recreation areas ranging from the Nepean National Park through the larger district open spaces, such as Duck River and Lansdowne, to smaller areas of particularly high value on the foreshores of Port Jackson.

Large cities need large parks and sports-grounds: in the past, foresight was sadly lacking; the County Council set out to remedy deficiencies so far as that is now possible. The resources of local council have been mostly sufficient to provide for small local parks, but have not been able to provide a system of large areas so necessary to a metropolis. The Cumberland Council has ensured that those districts which have developed since 1945 have enough land reserved for parks and sports-grounds.

Areas larger than 15 acres (as well as special vantage-points) are considered to be of "County significance"; the Council usually regards open spaces below this necessarily arbitrary figure as of local significance, the responsibility primarily of the local Council.

Acquisition of land reserved for Open Space has been in progress now for four years, and about £564,000 has already been spent for this purpose.

Two typical large Open Space reservations are at Lansdowne and Duck River. The Lansdowne area is an old "premature" urban subdivision on pleasant rolling land south of the

Hume Highway at Prospect Creek in the Bankstown Municipality; it is intended that Lansdowne will be a major sports centre. Suggested treatment of this 340-acre site includes facilities for football, cricket, athletics, tennis, hockey, basket-ball, lacrosse, golf, swimming, rowing, riding and polo; an amphitheatre is also included. About two-thirds of the area has been acquired.

The Duck River reservation is within the Municipality of Auburn and the City of Parramatta, and these councils are assisting in its acquisition. It is intended that Duck River will become a "Centennial Park" type area, combining all types of recreational facilities on one landscaped whole. Such a development over the 800 acres of Duck River is a sorely needed amenity in the Western suburbs.

# PAYING FOR THE SCHEME

The method of financing the Cumberland Scheme is laid down in an agreement between the N.S.W. Government and the County Council dated the 16th June, 1952. This provides that the estimated capital cost of the Scheme, being £5,182,300, shall be borne equally by the 40 constituent councils in the County on the one hand, and by the N.S.W. State Government on the other. The agreement provides that the County Council shall submit to the Minister a revised estimate of the final capital cost by the 27th June, 1957; this revised estimate will then form the basis of a fresh agreement.

The capital cost covers the payment of compensation for the acquisition of vacant land and injurious affection; no financial provision was made for the Cumberland County Council to acquire any built-up land. The Council acquires vacant land reserved for Open Space, County Roads, County Railways and acquires prematurely subdivided land in the Green Belt and Rural Zones for amalgamation into large lots. At the 31st May, 1955, the Council had paid out £839,671 to land-owners, made up as follows:—

Open Space acquisitions . . . . .	£565,443	County Road acquisitions . . . . .	£238,661
Rural/Green Belt acquisitions . . . . .	£35,609	County Railway acquisitions . . . . .	£958

In addition, the Council had at that date approved but not completed the acquisition of land valued at £250,000.

The County Council is not a constructing authority. The construction of works envisaged by the County Scheme will be carried out by the appropriate authorities from funds normally available for such purposes; the Department of Main Roads is one such body. The constructing authorities will also acquire built-up property required for construction projects.

Under Clause 342Ac of the Local Government Act, compensation may be claimed by any person whose property or business is injuriously affected by “the coming into operation of a planning scheme”. The principles governing payment of this compensation have not yet been made clear by the Courts. A custodian of public funds cannot distribute them without a clear definition of the legal principles to be followed.

A substantial increase in land values has occurred since 1948, when the estimate of £5 million was first made. Inflation, plus the undetermined amount required for injurious affection payments, may force the original estimate higher. However, even if the capital cost of the Scheme was doubled, it could be financed by a rate not exceeding three-tenths of a penny in the £ on the U.C.V.

# CO-OPERATION, CONSERVATISM, COMPROMISE

Sydney today is a complex metropolis; it is a mechanical giant badly needing all the self-discipline it can muster. Sydney has adopted fire regulations, health laws, sub-division controls and building codes so that it can protect itself from the various diseases to which cities are prone. Four years ago, in common with so many other great cities of the world, it adopted land-use zoning; it can now protect itself against wasteful sprawl, against dreary lack of open spaces and against mixed industrial-residential developments. It can make sure that land is available for future needs. Land-use planning is an inevitable chore for any big, fast-expanding city in our mechanised century.

The Cumberland Scheme is a beginning in co-ordination: it brings together the views of all the authorities, groups and individuals concerned with a particular problem.

The Cumberland Scheme is conservative: . . . It aims at the gradual repair of past mistakes, at the gradual implementation of new projects in an expanding economy. It must be judged on results over a long period, for it was never meant to achieve spectacular changes in such a short four years.

The Cumberland Scheme is a series of land-use compromises: . . . It relates demand to resources and allocates land between different, and often antagonistic, demands. It preserves opportunities for orderly growth. It relates the present to the future.

The Cumberland County Council is part of our local government structure in New South Wales. It has ten members, elected by forty constituent Municipal and Shire Councils: each member is responsible to his group of Local Councils, and the County Council is answerable to the N.S.W. Minister for Local Government. The Council controls a small part of Sydney’s “housekeeping”—the land-use budget.

In 1945, at the inaugural meeting of the Cumberland County Council, the then Minister for Local Government, the Hon. J. J. Cahill, M.L.A., said: “. . . It is the whole basis of the legislation that town and country planning shall be as democratic as it is possible to make it, and that the people shall join in the planning process to the greatest possible extent under skilled guidance. The people will not tolerate, and we will not have, planning imposed from above, without regard to the people’s own hopes and desires.”

The Council believes that the record of achievement on the following pages will show that it has always acted on those principles.

## CHAIRMAN'S PREFACE

The County of Cumberland Planning Scheme received Royal Assent on 27th June, 1951. Four years have now passed — a short period in the life of a city, yet one in which substantial progress has been made.

The Cumberland Scheme is a plan for the control of land use over the 1,650 square miles of Metropolitan Sydney — a plan to guide the physical growth of a city of nearly two million inhabitants — one of the great cities of the world.

The Plan became law by Act of Parliament. Rarely has a piece of legislation been subjected in its drafting to so much research, discussion and public participation. The citizen also plays his part in implementing the Plan—in planning committees, citizen bodies and as an individual member of the community.

The Cumberland Scheme then, is a blue print for the future in which all shades of opinion are represented and for which every one in the community must accept some responsibility. Criticism of planning schemes is inevitable and indeed desirable as the surest means of achieving a representative plan.

The right to criticise is our undeniable heritage.

To criticise intelligently, to make constructive suggestions in the gigantic task of solving the problems which confront all big cities, demands that the critic be properly informed. Conversely, those members of the community who support the Plan, never so vocal as the detractors, are entitled to a report of progress.

I commend this brochure particularly to those who may feel that the Plan is not being implemented at all, and to those who support it in principle but who may not fully understand its implications, objectives and achievements.

A fuller work, for the citizen who wishes to probe deeper and for the student, is in the course of preparation.

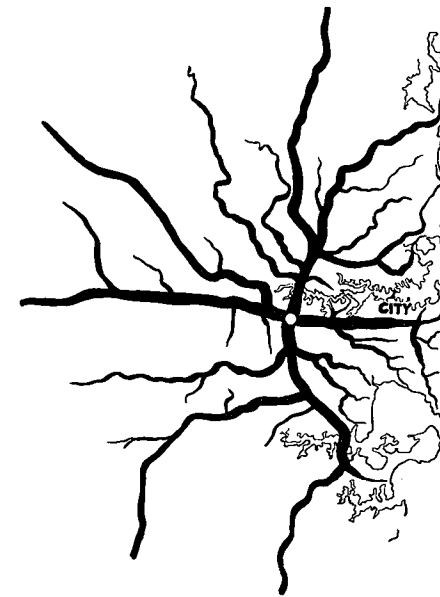
Ronald S. Luke  
CHAIRMAN

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C. A. BULLIVANT	W. L. CHAPMAN	F. J. SEDGWICK
H. G. CARRUTHERS	A. E. DUNN	C. W. WEIL

COUNTY CLERK: H. E. MAIDEN

CHIEF COUNTY PLANNER: R. D. L. FRASER



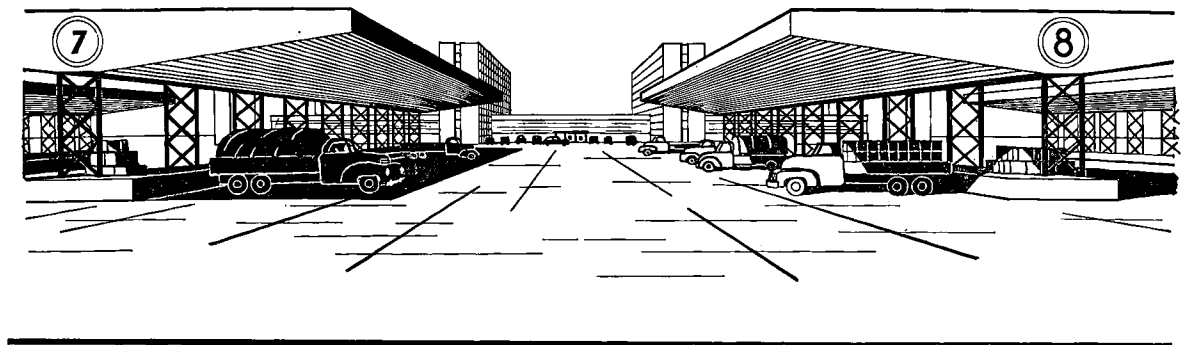
## A NEW CENTRAL AREA?

The sketch on the left shows how the County Road system converges on Homebush: roads and railways radiate from the junction of the main Ring Road and Western Expressway to all points of the built-up area. Sites around Homebush, near the geometrical centre, are of great value for purposes requiring the fast and even distribution of goods over the metropolitan area; Homebush would be a good location for a terminal for heavy inter-state transport.

Sydney is at present burdened with a congested, inefficient set of Markets in the city core. These are to be moved eight miles out — to this position at the geometrical centre of the metropolitan area.

The Cumberland Council submitted a report in 1952 to a special Markets Investigation Committee set up by the Premier. The Council recommended relocation of the Markets on a site of at least 85 acres at Homebush. This was approved by the Committee and the original provisions of the County Scheme over this site have been suspended.

The perspective drawing below shows a suggested treatment of a road transport depot or market.



FRONT COVER PHOTOGRAPHY BY

DAVID MOORE

JUTTA MALNIC

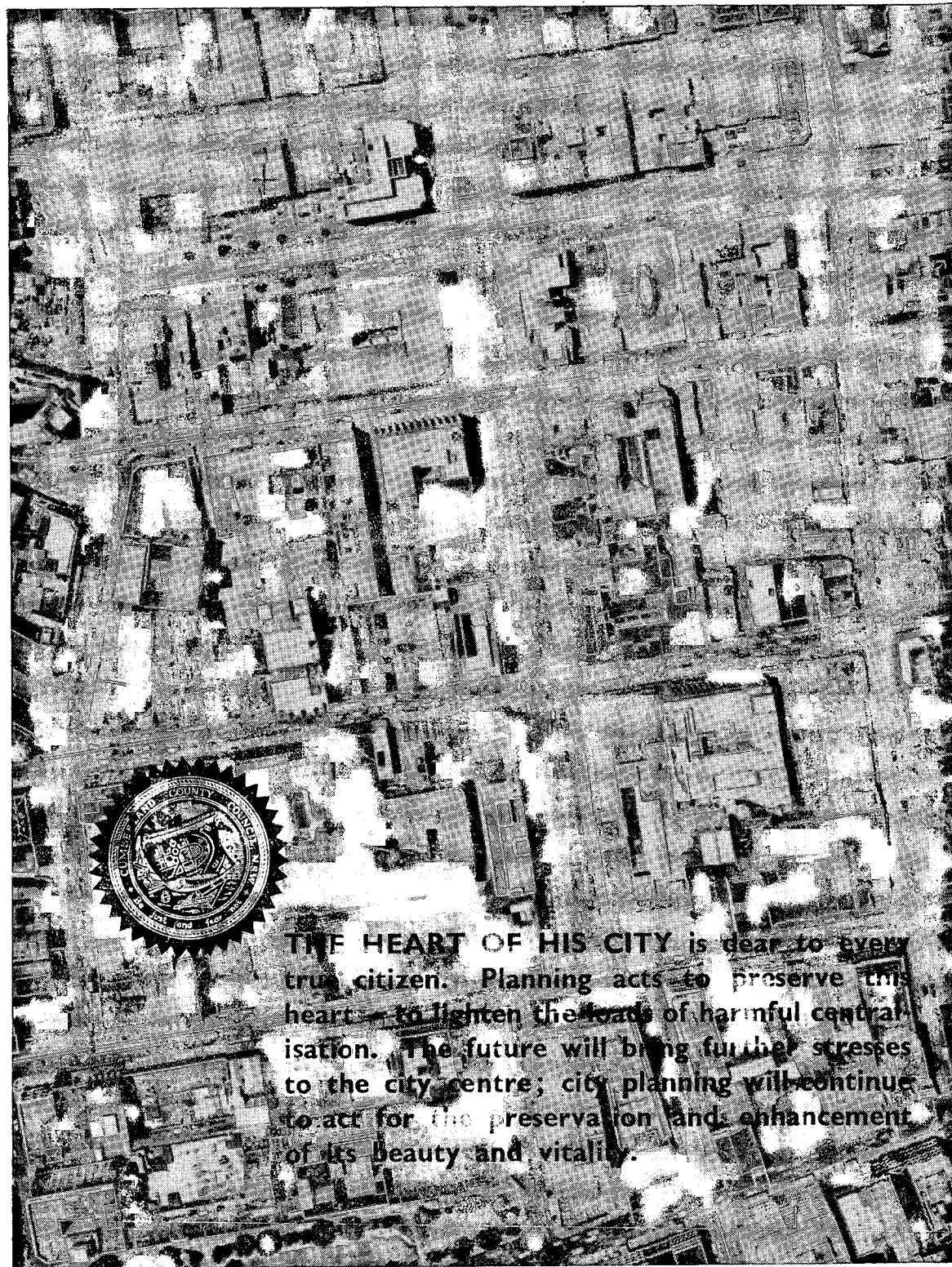
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*written & designed by  
George Clarke,  
Planning Officer,  
Cumberland County Council.*

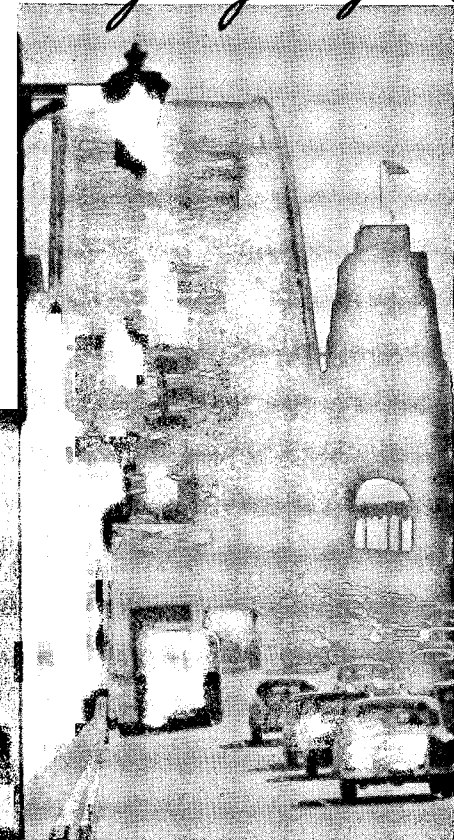


*written and designed by George Clarke*  
*(1955)*



THE HEART OF HIS CITY is dear to every true citizen. Planning acts to preserve this heart - to lighten the loads of harmful centralisation. The future will bring further stresses to the city centre; city planning will continue to act for the preservation and enhancement of its beauty and vitality.

HERITAGE  
RESPONSIBILITY



**PLANNING IN PRACTICE**  
**CUMBERLAND COUNTY COUNCIL**  
**1951-1955**