

1960-61

THE ROLE OF MULTIPLE DWELLINGS IN THE FUTURE DEVELOPMENT OF  
THE SYDNEY REGION.

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The world-wide process of urbanisation which began with the Industrial Revolution continues to swell the populations of cities both large and small. It is, however, the largest cities which tend to grow the fastest and therefore Sydney, the largest city in Australia, can expect ~~an~~ considerable growth over the remaining 39 years of this century.

Sydney Region may today be roughly defined as covering the County of Cumberland. The County population today is about 2,189,000, while Australia as a whole has probably just passed the ten and a half million mark. Recent projections by the Cumberland County Council, which have been ~~thoroughly~~ checked by other authorities, estimate that by 1972 the County population will probably be 2 1/2 million and Australia as a whole about 12 1/2 million. The County population could reach 4 million by the year 2,000 A.D., by which time Australia's population should be over 21 million.

Over the next 39 years, however, we can reasonably expect changes in the form and character of Sydney Region that will be far more spectacular than this mere doubling of population. There will be great physical expansion both horizontally and vertically. There will be great changes in the physical form of our business, shopping and civic centres. There will be great increases in the average densities of our residential areas, and there will be great changes in <sup>our</sup> methods of urban planning, of financing and organising development, and in <sup>our</sup> construction methods.

The Sydney Region will spread horizontally, not necessarily by a continuous sprawl of buildings into the countryside, but by a widening of boundaries to encompass ~~a~~ satellite cities, each of which will be separated from the main metropolitan mass by rural land and large public reserves. Improvements in transportation and communications technology will increasingly tend to merge Newcastle, Sydney and Wollongong into a single economic and social unit. The inhabitants of what we now call the Counties of Northumberland, Cumberland and Illawarra will

be in much closer daily contact with each other. There will be nearly five million of them within the next 39 years and they will all live in what we ~~will~~ may then call the "Greater Sydney Region". The electrification of the railway as far as Gosford is already accelerating this trend. Full extension of rapid transit to Newcastle, the construction of the Sydney-Newcastle Thruway, extension of ~~the~~ direct telephone dialling, the increased use of private aeroplanes and many other things will further help to spread Sydney's effective metropolitan boundary.

Within this greater metropolitan region, we will continue to enjoy one great city core, one dominant centre of economic and cultural life, which will house the headquarters of our most important institutions. The heart of the region will presumably continue to be between Circular Quay and Central Railway, between Darlinghurst and Darling Harbour. In this relatively tiny ~~area~~ <sup>area</sup>, the competition for space will be so great that only some of the most highly specialised and most important activities will be located within it.

But the greater metropolitan region will also contain many other city cores, each of which will function as a regional sub-centre, ~~housing~~ and will contain what we might call the branch headquarters of our business and community life. Newcastle, Parramatta and Wollongong will perhaps be the largest of these three satellite cities. Campbelltown, Penrith and Gosford might be three more. Bankstown, Bondi Junction, Burwood, Chatswood, Hurstville, Miranda, ~~Strathfield~~ <sup>Strathfield</sup> and a dozen other suburban centres will ~~be~~ compete with each other over the next twenty years to decide which ~~shall~~ of them will be most worthy to survive and to become proper city centres. Those which plan best, <sup>will grow the fastest, and</sup> will live and prosper the longest.

It is reasonably to be expected that we will have ~~the~~ sufficient common sense to provide ourselves with wide bands of open park and rural land separating these satellite districts and cities and that we won't end up with a mere formless sprawl of jerrybuilt, unsewered cottages ranged along endless paspalum-infested streets. A strong policy of rural zoning and open space acquisition, combined with positive programmes of reshaping our suburban centres, ~~and~~ could give us what we might call a "regional cluster of cities" or a "poly-

neucleated regional city". Natural trends in Sydney's growth since the war have already taken us a long way in the direction of this "cluster" pattern. Before the war, all kinds of industrial and office employment were strongly concentrated in the centre of the City of Sydney. Now industries and offices ~~flourish~~ provide a pattern of employment ~~which~~ in centres which are ~~spread~~ dotted all over the County of Cumberland. Before the war, retail trade was strongly concentrated in the one major centre. Yet today an ever increasing proportion of retail trade is being done in suburban centres.

These dramatic changes of recent years have been forced upon us by the costs and difficulties of transporting too many workers and too many shoppers to and from the single city core. If the necessary process of dispersal from the old centre was allowed to go on in a haphazard fashion, we could easily end up with a hopelessly inefficient and unpleasant jumble of business and industry scattered evenly throughout our suburbs. I prefer to hope that instead of this haphazard ~~is~~ "de-centralisation" we will achieve a kind of "re-centralisation", that is to say, that we will have a certain number of <sup>major</sup> satellite centres strategically located throughout the metropolitan region.

Each one of the dozen or ~~twenty~~ so new city centres in the metropolitan cluster will need to be very near to major roads and transportation arteries. The expressway and the railway and the bus routes will of course have to go around or underneath the centre itself. ~~It~~ <sup>They</sup> can no longer go straight through the middle of our shopping centres at ground level. They must instead form part of a ring road around the centre. Parking stations will need to be strategically placed just inside this ring road and the core of the business and shopping districts will have to be purely for pedestrians. Special arrangements need to be made for the delivery of goods and the movements of people within these otherwise traffic-free precincts.

Around each of these centres there will be a demand for higher density living areas containing many different kinds of multiple dwellings. We already have an inner ring of high density districts and suburbs around the centre of the ~~city~~ old City of Sydney. We also have rings of high density around some of our older sub-centres, particularly those with premier positions, ~~where~~ like Manly and Cronulla. Let us concentrate

REGENTS PARK  
WESTMINSTER

MONTMATRE  
MONPARNASSE

NINETIES TO BATTERY

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our attention for the moment upon the inner ring of suburbs around the metropolitan core, between say, Double Bay and Leichhardt and between Crow's Nest and Redfern. This inner ring is the natural residential district for those hundreds of thousands of people who for reasons connected with their work and their enjoyment of living wish to, or are compelled to live within easy striking distance of the metropolitan core, within say, ten or fifteen minutes travel time. What we may call the inner ring of suburbs will therefore be contained within a four or five mile radius from the G.P.O., unless our average speed of urban travel can be increased past twenty miles an hour.

~~xxgnaatzvarietyzaf~~ ~~Therexzwanzzxtimexkhanz~~

A great variety of social and economic groups do now, and will continue to live within this inner ring. ~~Therex~~ In fact, ~~we~~ if redevelopment of this area provides the proper kind of living conditions, we can expect the ~~varietyzafxapoplaxixthe~~ ~~innerzwanzzxtimexkhanz~~ residents of this inner area to become even more ~~varied~~ varied in occupations and incomes. There will be wharf labourers and big businessmen, bus drivers and teachers, students and actresses, shift workers and grandmothers, architects and hotel men, office cleaners and doctors, nurses and caretakers, powerhouse men, gas men and ~~plax~~ fashion models.

There will also continue to be a clustering of newly arrived immigrants and temporary visitors. Some of these people will remain single, other will be young married couples without children. ~~An ever increasing proportion will be older couples and elderly individuals whose children have grown up and gone away to start their own families.~~ These are the kinds of people who are supposed to form the bulk of the ~~marketxanxstatxanxstat~~ traditional market for flats. But many of the people whose work or inclination makes them want to live close to the centre of events will have young families. ~~Therexzwanzzxtimexkhanz~~ As land becomes scarcer and more expensive, as transport from the distant suburbs becomes more difficult and more expensive, there will be an increasing ~~demax~~ demand for dwellings close to the centre with the right space and the proper facilities for the raising of children. ~~Thezwanzzxtimexkhanz~~ The problem here is not one of demand, but it is and will remain a question of satisfying that demand, in a manner that makes decent family life possible.

This problem of planning, designing and rebuilding ~~many~~ scores of square miles of our suburbs so as to achieve higher densities and yet to provide for family life, is going to become of greater and greater concern to us in the next twenty years. It will confront us not only in the inner ring of suburbs but also in the middle ring of middle aged suburbs, <sup>and to a greater extent</sup> in ~~the~~ Willoughby and in Strathfield.

The demand for multiple dwellings ~~in the~~ particularly in the inner ring, will be for a great variety of different types of accommodation over a wide range of rentals and costs, and over a wide range of types of sizes. The job of forecasting what the demand will be for particular types and price ranges will continue to need careful research by both public authorities and private developers. We will need tall tower blocks of apartments but we will also need a great diversity of other compact dwelling types. We will be driven to experiment with many new types, such as the two-storey maisonette in ~~the~~ blocks from four to twelve stories high, the two and three storey terrace house, single storey patio houses and garden apartments.

I would venture to predict that the pressure of demand for family living on expensive land close to our city centres will force us to reappraise our fifty year old attitude to the terrace or row house. The row house, such as we have in Paddington, is ~~the~~, in principle, the best kind of urban family dwelling that has ever been devised by the hand of man. It is economical of land, of ~~construction~~ building material, of ~~the~~ public utility services and maintenance costs, because it is simple and compact. It provides a small private courtyard or garden for children and for family life. When properly designed ~~for~~ to modern standards of daylighting and so on, it provides a perfect balance between social and private needs without injury to either. We in Sydney have had until recently a prejudice against terrace houses, because those we have are old, dirty and cramped inside, and because they have had a low social status. This is a prejudice we are well on the way towards reversing, ~~and~~ it seems, ~~because~~ if one is to judge by ~~the~~ recent real-estate trends. It is fast becoming very smart to buy and renovate an old terrace house. But this is only playing with the problem of accommodating all those who <sup>wish</sup> ~~which~~ to live in comfort ~~at a higher~~ in ~~surrounding~~ a ~~suburb~~ convenient district. We will need to build many more

12 min)

brand new terrace, row and patio houses in all of our suburbs before the turn of the century. ~~He~~ Before, however, we get started on this job, we ~~will need~~ will need amendments to local government policies which set absolute minimum lot sizes of between five and ten thousand square feet. There will need to be a relaxation of these standards for large-scale comprehensive-ly designed projects which include a proportion of terrace houses on lots of between 2,500 and 3,500 square feet.

But before I move on to discuss the changes I foresee in methods of development of multiple dwelling projects, I will ~~illustrate~~ ~~for your information~~ put before you a few simple statistics which tend to show that there will be an ever increasing demand for multiple dwellings in the ~~metropolitan area~~ Sydney metropolitan area.

Metropolitan Area

Year	Total Population	Total occupied Houses	Total occupied Flats	Flats as a % of all occupied dwelling
1921	900,000	200,000	2,000	1 per cent
1933	1,235,000	243,000	24,000	9 per cent

~~1938~~ During the period ~~19~~ of the late thirties, the rate of flat building ~~was very high~~ rose very sharply. In 1938, for example, permits for 13,677 dwellings were issued throughout the metropolitan area. Of these 5,650 or 41.5 per cent were for flats ~~and~~. ~~This was a very high rate of flat building during the thirties~~ ~~With the exception of the following years, the rate of flat building was very high~~ This high rate of flat construction during the thirties brought the percentage of flats to all dwellings up to ~~and over~~ ~~10 per cent by 1939~~ 1939. a peak in 1938.

Construction during the war years was negligible. House construction began to pick up after the war, but very few flats were built until 1956 or 57.

1947	1,646,000	299,000	56,000	16%
1954	1,863,000	401,000	59,000	13%

New Dwellings Completed, County, to June 30th; per cent flats to total

1956	2 per cent
1957	3.5 per cent
1958	5.4 per cent
1959	7.8 per cent
1960	14.7 per cent.

in the last quarter up to June 30th, 1960, the percentage of flats completed to total was 18.7 per cent.

~~xxxxxxxxxxxx~~

The figures of Approvals, Commencements and Completions for the calendar year 1960 also tell a very clear story....

Houses	Houses	Flats	per cent of flats to total	
Approvals	19,644	9,886	29,500	33.5 per cent
Commencements	17,528	7,115	24,630	29 per cent
Completions	18,246	4,597	22,800	20 per cent

~~Approvals~~ of flats during 1960 ~~xxxxxxxxxxxxxxxxxxxxxxxx~~ began to approach the peak pre-war rate.

Commencements, at 29 per cent, were ~~xxxxxx~~ indicating a rate of completions for 1961 that would give us 1 new flat for every 2 new houses. Nevertheless there was and still remains a backlog of over 70,000 new flats if the prewar percentage of 10 per cent flats to houses is to be regained.

There were signs in late 1960 that the rate of increase in flat constructions was settling down, that it would not continue to grow to the same degree. The credit squeeze however dampened the market before we had a chance to discover whether or not this natural settling tendency was going to produce stability. The building industry late last year was obviously over strained.

The set back of the this year seems bound to be only temporary. There is still a great backlog of flat construction before we even become as flat conscious as we were in 1938.

The ~~xxxxxxxx~~ unprecedented surge of cottage construction of the 1955 -58 period was sealing its own fate in any case, as figures regarding available land in residential areas will tell.

➤ TOTAL RESERVE IN LIVING AREAS, INCLUDING GREEN BELT SUSPENSIONS, NOW for 750,000 PERSONS, or for 19 years at 40,000 per year.

But over the next 39 years, we must expect a growth in County population of 1,800,000..... 4 million less the 2,189,000 we have today. ~~This~~ Where are the other 1,050,000 people to go ? ~~This is a question~~

Even if more land in rural areas and the remainder of the Green Belt were to be released in ten years time, would that solve the problem ?

Will Satellites such as Campbelltown and Gosford, Penrith, Richmond Windsor and New castle and Wollongong take up all the population growth once the existing zones are filled at cottage densities ? ~~W~~ ~~S~~ Such towns will take up a lot of the excess numbers, but by no means all. It is simply not possible for ~~xxx~~ every newcomer to Sydney Region to live in Campbelltown.

The rising price of land in the older suburbs is a realistic trend..... this land is valuable, and becomes more valuable each year as more people compete for the use of it, while the land within a certain radius remains a fixed quantity.

SO TO SUMMARISE,

1. THE METROPOLIS OF THE FUTURE WILL HAVE A NUMBER OF CITY CENTRES OF A NEW TYPE  
AROUND EACH CENTRE WILL BE HIGH DENSITY HOUSING/  
ON INNER SUBURBAN LAND AND IN THE MIDDLE SUBURBS  
WHERE THE DISTANCE BETWEEN THE CITY CENTRES IS SMALL?  
THESE HIGH DENSITY ZONES WILL TEND TO RUN TOGETHER.  
MEDIUM DENSITY HOUSING OF TERRACE AND PATIO FORM  
WILL REPLACE MUCH COTTAGE DEVELOPMENT IN OUR MIDDLE SUBURBS..

WE HAVE A BACKLOG OF 70,000 FLATS TO BUILD to GET BACK TO A TEN PER CENT CONTENT AS WE HAD IN ~~1922~~ 1938.

I BELIEVE WE WILL RISE ABOVE 10 per cent AND WE LIKE OTHER CITIES IN THE WORLD.

EVEN WITHOUT CCC ZONING THIS WOULD HAPPEN  
MICRO CLIMATE BETTER ON COAST

WITH CCC ZONING AND WITH LAND VALUES RISING, INCREASING PROPORTION OF MULTIPLE UNITS SEEMS INEVITABLE.



COMPREHENSIVE DEVELOPMENT AND REDEVELOPMENT FOR MEDIUM AND HIGH DENSITY HOUSING

THE PLANNING DESIGN AND CONSTRUCTION OF LARGE SCALE PROJECTS

A NEW AND NECESSARY APPROACH TO RESIDENTIAL DEVELOPMENT.

WHAT DO

PEOPLE BUY

WHEN THEY BUY A PLACE TO LIVE ?

REAL ESTATE AGENTS TOLD ME First Location, second Location

U.S. experts say they buy a neighborhood in which their kids can grow up.

THEY BUY ENVIRONMENT. physical and social.

SO THE DEMAND WILL BE THERE FOR FLATS AND MULTIPLE DWELLINGS ?

HOW WILL IT BE SATISFIED ? LIKE WATERLOO OR ELIZABETH BAY

WERE BUILT ? HOW IS THE CHANGEOVER OF PLACES LIKE MOSMAN

OR STRATHFIELD OR WILLOUGHBY OR RANDWICK NORTH FROM LOW TO

MEDIUM DENSITY TO BE ACHIEVED ? WHO WILL SPONSOR ?

IF COMMON OWNERSHIP OR POWERS OF ACQUISITION LIKE L/C/C/

DESCRIBE AND QUOTE FROM WHITFIELD LEWIS

IF URBAN RENEWAL POWERS OF ACQUISITION DESCRIBE USA

PROJECT BUILDING OR COMPREHENSIVE PLANNING AND DESIGN ONLY

WAY of achieving what foreshore codes etc try to achieve

PROJECT BUILDING ----- economies of scale  
 ----- proper overall planning, creation  
 of environment, preservation of views,  
 creation of open space  
 ----- judicious mixing of dwelling types  
 relationships of blocks

ALREADY WE HAVE LARGE SCALE COTTAGE PROJECTS IN OUTER AREAS  
 BY PRIVATE ENTERPRISE  
 AND LARGE SCALE INNER AREA HIGH AND MEDIUM DENSITY  
 PROJECTS BY HOUSING COMMISSION.

LARGE SCALE PROJECTS BY PRIVATE PEOPLE INNER AREAS NEXT/

THREE SCITE PROJECTS BY PRIVATE PEOPLE UNDER VARIOUS MEXI-  
 PROJECTS BY HOUSING COMMISSION.  
 AND THREE SCITE UNDER VARIOUS HIGH AND MEDIUM DENSITY  
 BY PRIVATE ENTERPRISE  
 THEREFORE WE HAVE THREE SCITE COLLEGE PROJECTS IN OTHER AREAS

- transportation of people
- integration mixture of dwelling types
- creation of open space
- of environment: preservation of areas
- proper overall planning: creation
- economies of scale

# PROJECT BUILDING

ALL OF SCITING MUST FOLLOW CODES ETC FOR SCITING  
 PROJECT BUILDING OF COMPREHENSIVE PLANNING AND DESIGN ONLY

IF PRIVATE PERSONS OWNERS OF ACQUISITION DESCRIBE AS

DESCRIBE AND QUOTE FROM AMERICAN LEGIS

IF COMMON OWNERSHIP OF OWNERS OF ACQUISITION LIKE F/C/C\

MEDIUM DENSITY TO BE ACHIEVED & WHO WILL SPONSOR &  
 OF DEVELOPMENT OF MITTONGHEA OF BROADWICK NORTH FROM TOM TO  
 BEING BUILT & HOW IS THE CHANGEOVER OF PHASES LIKE MONTANA  
 HOW WILL IT BE EVALUATED & LIKE MONTANA OR ETCETERA BY  
 SO THE DEMAND WILL BE THERE FOR PHASES AND MULTIPLE Dwellings &

THEY BOX EVALUATION. private and society.

U.S. experts and from the  
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 first location, second location  
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 PEOPLE BOX  
 HAVE DO

A NEW AND NECESSARY APPROACH TO RESIDENTIAL DEVELOPMENT.  
 THE PLANNING DESIGN AND CONSTRUCTION OF THREE SCITE PROJECTS  
 DENSITY HOUSING  
 COMPREHENSIVE DEVELOPMENT AND REDEVELOPMENT FOR MEDIUM AND HIGH