

## Item Details

### Name

Daceyville Garden Suburb Heritage Conservation Area

### Other/Formal Names

Dacey Garden Suburb

### Address

DACEYVILLE NSW 2032

### Local Govt Area

Bayside

### Item Classification

#### Item Type

Conservation Area

### Group Name

#### Item Group

Unknown

#### Item Category

Unknown

### Statement Of Significance

Daceyville, or Dacey Garden Suburb as it was known originally, is historically, aesthetically and socially significant, and also significant for its historical associations to the former City of Botany Bay, the current Bayside LGA, the state of New South Wales, Australia and potentially internationally.

At the national and international level, the Dacey Garden Suburb manifests the physical and social values that marked the understandings of a model settlement in the earliest years of the international town planning movement. This movement is strongly associated both with the maturity of the Industrial Age and the recognition of its concomitant social impacts caused by pollution and overcrowding; and then by the significant social, economical and political ramifications following WW1.

Dacey Garden Suburb demonstrates a very high level of significance as a model suburb designed by a series of Australia's leading architects, including several of its pioneering town planners, in response to the need for a healthy living environment for the working classes. It is the international prototype of its type, being the first example in Australia of the translation of the principles of the 'Garden City' into the lower density and suburban context of the 'Garden Suburb'.

The physical manifestation of the earliest principles of town planning remain clearly legible in the disciplined and cohesive form of the suburb; including its clearly defined radial street pattern which has established streetscapes of both grand and intimate scale with both axial and evolutionary elements.

The design of Daceyville's housing represents a sophisticated interpretation of stylistic consistency through a 'pattern book' approach to the individual design of buildings within the suburb regardless of purpose which is made notable through the templates being the work of skilled architects; in a setting that continues to provide evidence of the importance placed on the provision of open space in both public and private domains through building setbacks and controls over development including both alterations and additions. The consistency of built forms and detailing has survived and resulted in a precinct with a notable physical, spatial and landscape integrity. Later layers of change, including the recent introduction of infill development, has respected these original town planning principles, which illustrates their ongoing relevance and validity to contemporary town planning.

The ongoing purpose of Dacey Garden Suburb as a place for public housing continues to demonstrate the community's commitment following WW1 to provide quality accommodation in a healthy environment for the less fortunate in the community. Dacey Garden Suburb is the earliest model suburb in the world to have been built for this purpose and to have remained managed and occupied as social housing.

The more recent infill development by the Department of Housing has largely retained the integrity of the historic cultural landscape and now makes a valid contribution to the contemporary heritage values of the area. It not only provides demonstrable evidence of the ongoing community need for housing for low-income earners, but the form and density of this infill development is the result of the esteem in which both the subdivision and original housing is held by local residents the wider community, including significant community groups such as the National Trust (who had Recorded the suburb as a historically significant precinct as early as 1978) and professional bodies of urban planners and architects; who together protested successfully against the original proposal for extensive demolition of the original fabric and its replacement by high density housing in the 1980s.

#### Assessed Significance Type

State

#### Endorsed Significance

Local

#### Date Significance Updated

8/7/2018

#### Listings

Listing Name	Listing Date	Instrument Name	Instrument No.	Plan No.	Gazette Page	Gazette Number
Local Environmental Plan	21/0/2013	Botany Bay Local Environmental Plan 2013	C1			2013/133

#### Heritage Item ID

#### Source

Location

Addresses

Records Retrieved: 1

Street No	Street Name	Suburb/Town/Postcode	Local Govt. Area	LALC	Parish	County	Electorate	Address Type
		DACEYVILLE/NSW/2032	Bayside	Unknown			Unknown	Primary Address

Description

Designer

Various: Dept. of Lands, J.D. Fitzgerald, G.McRea; J.Sulman and J.Hennessey; and W.Foggitt.

Builder/Maker

NSW Housing Department

Construction Year Start & End

1912

Circa

N0

Period

Unknown

Physical Description

Initially designed by architect W H Foggitt under George McRae, Dacey Garden Suburb was intended to occupy 443 acres with a density of seven cottages per acre. It was to be a self contained residential unit and made provision for shops, schools, churches, amusement halls, police and fire stations and a technical college. No sites were set aside for industrial or manufacturing activity. Major roads radiated from the nine ways intersection at Anzac Parade in widths of 100ft intersected by secondary roads in variable concentric arcs of 66ft. All utility services were connected before building commenced and there were no rear lanes, in sharp contrast to the common development practice of the day. The curator of the Royal Botanical Gardens, H J Maiden planned and directed street planting and estate landscaping after 1913, as well as acting as judge of the tenants' annual cottage garden competition. In 1912 John Sulman, in association with John Hennessy, made the first in a series of modifications to the suburb plan, suggesting the location of the major public buildings. W H Foggitt designed the first houses, whose construction materials, colours and forms (hipped and gabled roofs, overhanging eaves with exposed projecting rafters and deeply recessed verandahs) of early designs show a marked resemblance to the work of E Lutyens at Port Sunlight, a model suburb near Liverpool, which was well publicised in the professional media. Architectural competitions were for cheap cottages to be erected in the garden suburb in 1912, attracting entries from promising young architects such as S G Thorp (whose practice in later years became Peddle Thorp and Walker) and W Hardy Wilson. There was some experimentation with concrete construction. By 1917 only 240 of the planned 1,437

Updated

cottages and a few of the public buildings (the police station, sub-station, community hall and six shops) had been built and by 1924 work ceased.

Daceyville was built on the sand dunes of the Lachlan Swamp/Botany Aquifer and evidence of this remains legible throughout the area, particularly on the verges of heavily trafficked areas.

Daceyville is a well-defined and cohesive precinct distinguished by curvilinear streets linking the avenues radiating from Dacey Gardens Reserve in the north-eastern corner of the precinct. The only shops within the area overlook this area of open space which is a high quality, well-planted formal open space which has retained evidence of the original alignments of Cook and Banks Avenues which extended originally to the intersection known as Nine Ways. The park also includes a notable electricity substation in the Arts and Crafts style that is a rare example of its type. The layout of the space has retained its original form with avenue plantings of palms (sp. *Washingtonia robusta* and Canary Island Date Palms (*Phoenix canariensis*) that now interpret the alignment of the earlier streets.

The original houses are distinguished by their Arts and Crafts form and detailing, featuring long roof planes with overhanging eaves and integrated porches to both street and side elevation, with walls of pebbledash and face brickwork. The original houses were built to a template that adapted the principles of the English Arts and Crafts Movement to the Australian climate and lifestyle, and retain a strong familial resemblance to the designs of Sir Edwin Lutyens in the English Garden Cities such as the Hampstead Garden Suburb of 1906. The types of accommodation in the original plan were not all single houses: they are notable for the mixture of detached cottages, semi-detached houses and group dwellings. More recent development in the area, which forms part of its contemporary heritage significance, included town houses and residential flat buildings.

The carefully planned relationship between the subdivision and built forms remains clearly legible, with buildings on corner lots set to reflect the radiused arcs of the corners. Setbacks from the street are consistent but modest, with most including a planted garden. The lack of front boundary fences is noticeable and increases the integration of the public and private domains.

The properties also originally included either generous back gardens or opened onto a common garden space at the centre of the street block. The block bounded by Cook and Banks Avenues and Colenso and Wills Crescents has Haig Park, a reserve with playground and small playing field in this space and the centre of the block bounded by Banks Avenue, Bunnerong Road and Colonel Braund and Joffre Crescents is filled by what is potentially the first planned cul-de-sac in NSW. A group of flat buildings had been built at the north-eastern corner of the precinct in the early post-WW2 period (1950).

The streetscape views are of very good quality due to not only the fine and substantially intact examples of very modest Arts and Crafts cottages and the garden setting, but also the distinctive combination of radiating boulevards and radiused connecting streets, the latter being notable for their distinctive yet subtle sinuous curves which provide a richly evolving streetscape when moving through the area. The visual fluency is enhanced by the setting of the lots at the intersections to follow the radius of each corner, and the facades of the building stepping around the corners and addressing the intersections, a distinctive contrast to the traditional pattern of the lots and houses facing the major street with the side elevation to the side street.

The only commercial precinct is a small group of original shops in the Arts and Crafts style with retail spaces on the ground floor and residential accommodation above; the rear of the group notable for their prominent long 'cat slide' roofs. The original Picture Theatre also overlooked the park from between Cook and Banks Avenues, but was destroyed by fire in 1985 and has been replaced by a similarly scaled new flat building for pensioners and named in honour of William Foggitt.

The south-eastern edge of the precinct is bounded by the historically and aesthetically notable Daceyville Public School and kindergarten cottage (now a child care centre) designed by Charles M. Spark of the NSW Department of Education and has survived with substantially intact buildings and grounds. The group of buildings on the western side of Banks Avenue associated with the St Michaels Church, presbytery and school, the original church hall, the Our Lady of the Sacred Heart Convent, the former St Michael's Marist High School (now administration for the Catholic Education Office) and the Marist Brothers Monastery, as well as a more recent independent living facilities (aged care) at the south-eastern corner of the complex.

Another notable building in the precinct is the original baby health centre at the intersection of Wills Crescent and Haig Avenue, which was later the residence for teaching nuns at St Michaels until the Convent was constructed. Both the Public School and the St Michaels group now form an important part of Daceyville and define its southern edge.

It should be noted also that all three of the original plans for Daceyville extended well to the south, and that the final plan for the scheme (designed by William Foggitt) was formed as a subdivision, and then offered for private sale and development as "Dacey No.2" and then as Pagewood. Its layout, including the careful geometry of the streets and planned network of paths and parks, remains clearly legible although not within the boundary of the current HCA.

## Physical Condition

## Updated

This report was produced using the State Heritage Inventory managed by Heritage NSW. Check with your relevant local council or NSW government agency for the most up-to-date information. This report does not replace a Section 167 certificate or a Section 10.7 Certificate (formerly Section 149).

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Condition comments are based on elements visible from the street. No detailed investigation of fabric was made.

**Modifications And Dates**

Generally only basic maintenance until the closing decades of the 20th century. By 1980, 27 houses had been demolished and a further 37 had been boarded and were awaiting demolition. Individual properties had undergone minor alterations and additions. Several had been sold on the private market. Public spaces, including road verges, were in poor condition due to being used extensively for the parking of vehicles.

A major conservation/redevelopment project was carried out from 1980-1990. This included the repair and adaptation of as many of the original dwellings to meet contemporary housing needs and the adding dwellings for families and pensioners through infill buildings on the sites of the previously demolished houses and the insertion of new medium density units in the centre of street blocks behind the perimeter houses. The scale, form and detailing of this group respected, but does not reflect, the original architectural qualities of the precinct and, with the assistance of natural weathering and the growth of landscape has matured into the streetscape.

**Further Comments**

The HCA includes buildings and spaces of additional heritage significance. These are listed separately in recognition of these unique values, but they also make a significant contribution to the heritage values and significance of the HCA as a whole. Reference should be made to the individual SHI forms for: the shops on Colonel Braund Crescent; the Dacey Gardens Reserve and Substation; the former Baby Health Centre; Daceyville Public School and the St Michael's Church Group (which includes the original church (now a hall); the existing St Michael's Church and Presbytery, the school, the former Marist Presbytery etc).

**History**

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Historical Notes or Provenance	Updated
For further reading the following publications are very comprehensive: Sheridan Burke's Thesis: The Evolution of the Garden Suburb Idea in New South Wales Before World War One and the conservation of Haberfield garden suburb. (1985); ‘Dacey Garden Suburb: A Report for Daceyville Heritage Conservation Area within its historical context’ by Susan Jackson-Stepowski (2002) and ‘Audaciousville: The story of Dacey Garden Suburb, Australia’s first public housing estate’ by Samantha Sinnayah (2012).	

At the turn of the 20th century, inner-city Sydney was over-crowded, riddled with disease and in parts, slum-like. In 1909, a Royal Commission was called to investigate methods of improving social and hygienic conditions by relocating people into detached, greened suburban houses. In 1911 John Rowland Dacey (1854-1912), the local State member and New South Wales Treasurer, introduced enabling legislation for a ‘model suburb’ to be constructed (at the State Government’s expense) as an experiment in creating a healthier yet affordable housing solution. The model suburb was intended to serve as a standard for municipal councils, and wider as a monument to the social conscience of the first Labor Government of New South Wales. The Housing Act was passed on 24 April 1912, in effect allowing for the first time the State Government to act as both constructor and landlord of a housing development. The Housing Board of New South Wales was established to oversee the work that would be carried out in response to the Act. The idyllic purpose-designed garden suburb was a concept gaining popularity around the world, especially in the United Kingdom. Born out of the ills of the 19th century industrial city, the ‘garden city’ movement sought to merge the best elements of city and country life. They were planned to be spacious with wide avenues resembling tree-lined boulevards that radiated outwards from an inner ‘hub’. The entrance to the suburb was ideally a garden setting, surrounded by a circular parade of shops and community buildings. Houses were to be set far back from the street to allow for large gardens, where residents were encouraged to grow their own food. Front fences were abolished in favour of wide open greenery. The distinguishing feature of all garden suburbs was their patterns of parks and gardens which linked streets and spaces along wide sweeping avenues. Daceyville is significant in not only being Australia’s first public housing scheme; it was also one of the earliest ‘garden suburbs’ in the world to be designed, constructed and managed by a Government body for this purpose. The site chosen for the experiment was a large portion of land excised from the abandoned Church and School Estate scheme at

Botany. The ideals of the British Garden City Movement were a major source of inspiration, as shown by the suburb's first name – Dacey Garden Suburb. Even though the self-sufficiency of the British Garden City model intended for Daceyville was never realised, the layout of the suburb certainly aligned with the overarching philosophy; it featured a range of cottage designs of sizes and arrangements of rooms, no front fences, vistas created by curved residential streets whilst connecting roads were straight, allotments wedge shaped at the street corners and incidental green spaces interspersed among the housing. Atypically to development of that time, there were to be no back lanes or pubs (which were synonymous with 'slums'). The deliberate absence of a licensed pub in the suburb was indicative of the Government's agenda for social and moral reform, instead advocating the improvement of morality, health and respectability of citizens by providing them with a model environment of ordered streets, abundant nature and single-family homes. The original design of the suburb was grand in scale. It extended to the shores of Botany Bay and included a maternity hospital, three schools, a technical college, School of Arts, four churches and over forty shops. Dedicated accommodation for bachelors and spinsters was proposed to prevent the overcrowding that occurred when taking in single people as lodges, along with extensive parks and gardens laid out by the Royal Botanical Gardens' Director, Joseph Henry Maiden. The scale of the project was reduced in its second iteration which was designed by esteemed architect and pioneering town planner John Sulman, with his partner John Hennessey. Although the communal garden ideal of self-sufficiency did not take off in Daceyville, the plan to have 'everything one could ever need' (bar a local pub) was certainly implemented: A School of Arts and Community Hall (1916) was constructed at Cook and Banks Avenues, a police station (1920) and a row of six shops at 1-11 General Bridges Drive (with residences above). A baby health centre was constructed at 3 Wills Crescent (1918-1919). The Daceyville Public School was constructed in 1921 at Joffre Crescent. Churches however were required to find their own sites on the periphery of the development. Rising building and labour costs, combined with a lack of funds, slowed construction. Government architect, William Foggitt, redesigned Daceyville's street layout midway through the process. By June 1920, eight years after initial work began, just 315 of the intended 1473 cottages had been built. The suburb was by no means deserted however, and it continued to have good population growth for decades after it was 'finished'. Today, one can stand at Cook Avenue, facing away from the Kingsford roundabout, and see Sulman and Hennessey's plan to the right while Foggitt's revised plan to the left. Colonel Braund Crescent, reputedly Australia's first planned cul-de-sac, was constructed as part of Foggitt's amended plan. A particularly beautiful remaining example of the original Daceyville plan is the Dacey Garden Reserve and Substation at General Bridges Crescent. Daceyville was considered a success for public housing and before it was even completed a second was already being planned. Originally named 'Daceyville No.2', the new housing scheme aimed at easing the wider issue of housing shortages in Sydney after World War One. The Nationalist Party, which by this time held power in New South Wales, introduced a new housing policy that provided financial assistance to those who wished to buy an existing home or purchase land on which to build one. Because of this policy, Daceyville's southern end, now part of Pagewood, was subdivided and offered for private sale. By the 1960s Daceyville's once healthy abundance of green space had become overgrown and was casually used for off-street parking. Many of its buildings were also in dire need of modernisation. These issues, combined with the suburb's prime location in the eastern suburbs between the city and growing job markets like Kingsford Smith Airport (and eventually Port Botany), made its redevelopment seem imminent. Daceyville was particularly threatened in the 1970s by the proposal of an extension to the eastern suburbs railway from Bondi Junction to Kingsford. The New South Wales Housing Commission saw this as an opportunity to propose bulldozing the entire suburb in favour of walk-up apartments that were in vogue at the time. The residents who lived in the 315 homes in Daceyville protested fiercely against this and created the Daceyville Preservation Society to fight the proposal, supported by the Builders Labourers Federation (well-known for their 'Green Bans' at Woolloomooloo and The Rocks). Ultimately the railway proposal was cancelled and redevelopment plans were scrapped. Daceyville's historical significance was officially recognised by the National Trust in 1978. In 1982 the New South Wales Housing Commission initiated a plan to conserve Daceyville's most historically significant streets whilst also renovating and a (limited) redeveloping of its housing stock through infill development at the centre of the street blocks.

#### Background historical notes

The following is a succinct history of the area that has been compiled using City of Botany Bay: A Thematic History written by Elizabeth Conroy for Bayside Council as part of the 2015-2017 Heritage Review.

#### The Traditional Owners of Botany Bay

At the time of the arrival of the Europeans in 1770, the Australian continent was owned by over 400 different Aboriginal nations. For tens of thousands of years Aboriginal people had lived in the Sydney Basin, with cultural and archaeological evidence of occupation of the Botany Bay area for at least 5,000 years. The traditional owners of Botany Bay are understood to have been the Kameygal, also spelt Gameygal, people and further south, the Bidjigal people. The Botany Bay area also hosted two major language groups; the Dharug

(or more specifically, “Darug coastal”) to the north between Port Jackson (or even as far as Broken Bay) down to Botany Bay, and Dharawal from the southern shore of Botany Bay down to the Shoalhaven River. The period between the first European occupation of land in the Botany District, around 1815, and 1850 was a time of mass disruption to traditional movement patterns and the cultural and spiritual practices of Aboriginal peoples. Netting of fish in Botany Bay by the colonists had depleted the fish stocks and lime burning had taken a massive toll on the availability of shellfish. The food supply and natural use of the land by Aboriginal people was also severely impacted by the demands of colonial settlement such as fencing and the rigorous cultivation that had begun to take place.

Early land grants

The first recorded grants of land to Europeans in the Botany Bay area was on 16 September 1809, when three ex-convicts, Edward Redmond, Andrew Byrne and Mary Lewin, each received land parcels. These parcels were known as ‘Mudbank’, ‘Sea View’ and ‘Newcastle’ respectively and sat in the vicinity of today’s Kingsford Smith Airport. The recipient of the largest and best-known grant in the Botany District was Simeon Lord (1770-1841). Lord was an emancipist businessman who had many estates and interests across New South Wales, however his primary business and residence was at Botany Bay, where he dammed part of the wetlands and built a flour mill, a fulling mill (for wool) and a factory for weaving woollen cloth. (Lord was an ex-convict who was transported, somewhat ironically, for stealing cloth). Lord purchased Edward Redmond’s 135 acre ‘Mudbank’ farm and house, which he remodelled and renamed ‘Banks House’. He was later granted an additional 600 acres in 1823 which encompassed the whole of the lower portion of the Lachlan watershed. The Lord family remained active residents in early Botany for many decades. The second major grantee in the Botany District was Tom White Melville Winder (1789-1853), who was surveyed 700 acres in 1822, 417 acres of which were within the area of the former City of Botany Bay. Two mills were established on Winder’s grant, but most of the land remained undeveloped until the 20th century. The final major land holder in the area was the Crown, which retained ownership of 4,195 acres of land which covered most of the eastern and southern sectors of the Botany District. This large holding was known as the ‘Church and School Estate’ and was intended to provide the Crown with money through subdivision and sale of the land to fund the Anglican clergy and parochial schools. The Estate extended east from the boundaries of Lord’s and Winder’s properties to the coast. By 1833 the scheme had been abolished and the land was very slowly released for development, with little in the Botany District until the late 19th century. Daceyville was established on part of the former Church and School Estate that had remained in the ownership of the Crown. These three major landholders of Lord, Winder and the Crown in the formative early phase in Botany District’s history meant that the land was essentially bound up in a stronghold between two wealthy magnates and the Government. Lord and Winder, who each depended on the swampy wetlands for their industries and profits and who had little interest in subdividing it for sale into residential and commercial lots. In effect this somewhat quarantined the early Botany District for most of the 19th century from the building booms and busts that were shaping the rest of Sydney at this time.

Historic Themes

Records Retrieved: 4

National Theme	State Theme	Local Theme
Developing cultural institutions and ways of life	Environment	Unknown
Developing cultural institutions and ways of life	Defence	Unknown
Building settlements, towns and cities	Welfare	Unknown
Building settlements, towns and cities	Agriculture	Unknown

Assessment

## Criteria a)

### Historical Significance

#### Include

#### Exclude

Daceyville is historically significant for the evidence that it provides of the historically significant period in the course of Australia's history in the opening decades of the 20th century during which the government and community resolved to act against the issues of poor supply and quality of housing for the working class. It is the first example of public housing built in the nation, and has remained in use for this purpose since its inception. This value remains clearly interpretable through the integrity of fabric, subdivision pattern and spatial qualities; the ongoing consistency of built form and detailing, colours and materials; and the general lack of visually intrusive and/or individualistic alterations, additions and infill development.

The concept of the 'garden city' had been developed in late 19th and early 20th century England as a utopian living environment for the working classes. Most were established either by employers for their employees or as private speculative developments.

Dacey Garden Suburb demonstrates a high level of historic heritage significance as the first suburban development in Australia, and potentially the world, to be designed, developed and maintained by a government body as public housing intended to improve the living environment of the general working classes, rather than a specific group of employees.

Intended as a model for state and private developers of a well-planned, attractive and healthy community that could be economically viable, Daceyville was intended to be, and was presented as, a showpiece in modern town planning. Earlier explorations into the creation of a 'model' living environment had been developed by private speculators independently of any philosophical or social agenda, with the resultant subdivisions being marketed as 'model' suburbs. Some of the best known examples in Sydney included W.E. Phillip's Harcourt Model Suburb at Canterbury, the Kensington Freehold Corporation Limited's competition for a model development at Kensington in 1889; the Appian Way at Burwood (a prestigious streetscape, not a suburb) and the more successful developments of real estate entrepreneur Richard Stanton's Haberfield in 1901 and then Rosebery (north of Gardeners Road) in 1911. Stanton was also an early Councillor to the embryonic Australian Town Planning Association and his developments reflected his own ideas about the ideal suburb, pre-dating the development of Dacey Garden Suburb by more than ten years. Haberfield shared similar principles such as the lack of lanes and pubs and dense street planting, but was developed in a more piecemeal fashion as successive paddocks were acquired, had relatively little public or community spaces, and its layout and architecture were clearly marketed at the middle classes.

Daceyville is a complex cultural landscape that continues to provide evidence of the emergent principles of town planning in the early decades of the 20th century and how these could be applied to a government-sponsored and managed built environment. It is notable for the continued integrity and interpretability of these principles through both the physical and social environments.

The design principles demonstrated by Dacey Garden Suburb are based on the radial patterns of the English Garden Cities, but demonstrate a significant dissemination and adaptation of Ebenezer Howard's principles for the Garden City by being suburban in character with detached cottages and dual occupancies designed to read as single cottages set within gardens that follow the sweeping road alignments. This characteristic of Dacey Garden Suburb was a precursor of the mid-late principles of suburban planning that grew to maturity in the USA in places such as Levitt Town as well as throughout NSW and in other Australian cities



such as Canberra.

These physical qualities of subdivision plan and distinctive built forms, together with the integration of community services and facilities at strategic locations throughout the area including shops; public school (the Roman Catholic church and school were established by the Church on land on the edge of the original development site); police station; electricity sub-station; and a picture theatre/School of Arts, are of historic significance for the evidence that they provide of the understandings of urban design and community planning demonstrated by the NSW Department of Public Works and James Daniel Fitzgerald (the original plan in 1912, of which only the preliminary roadworks of the north-western streets were constructed), followed in August of the same year by the radial plan of the most innovative practitioners in the field of town planning at the turn of the 20th century, Sir John Sulman in association with J.F. Hennessey and also J.D. Fitzgerald. This plan abandoned the socially problematic and space-wasting lanes and some streets and focused on the improvement of the environmental qualities of the development by maximising the amount of land available for both communal and private open spaces. In 1914 the next stage in the plan (to the east of Banks Avenue) was added. The third and final version of the original plan was developed by Government Architect William H. Foggitt from 1915-1917. This is the plan that has had the most lasting impact on the character and qualities of the contemporary cultural landscape and has had a lasting impact on the character and qualities of the precinct today, including the distinctive double-radius alignments of the streets linking the formal boulevards. Foggitt's plan can also be seen in the formal subdivision pattern of streets, lot layouts and open space that underlie the suburb of Pagewood to the south. Street names were also planned – the avenues were named after people associated with Cook's expedition: Solander, Endeavour, Boussole, Astrolabe and Cook; and the crescents after VC recipients in WWI: Colonel Braun; Sergeant Larkin and Corporal Jacka.

The streetscapes within the Daceyville precinct are substantially intact and are notable for their configuration and for the integration of the constantly varying arcs that lie between the formal boulevards of the main radial roads and, together with the distinctive and aesthetically notable Arts and Crafts style houses and gardens, have created complex streetscapes of notable aesthetic value.

The housing stock of the original layer is also of historic significance. The original cottages were built to one of three basic designs by Government Architect George McRea, but then, to increase diversity and 'obtain a wide area of selection' a competition was held for the semi-detached and grouped housing models. This was won by S.G. Thorpe, of the architectural firm Peddle and Thorpe. Many of the buildings in the final scheme were semi-detached, and domestically-scaled flats were included to provide accommodation for unmarried men. Other cottages were designed by various architects, including Foggitt in his original capacity as the NSW Housing Board's supervising architect. By the 1980s there were 332 dwellings in Daceyville, including 282 cottages, 33 flats and 17 aged care units. 27 original houses had been demolished and a further 37 had been boarded and were awaiting demolition. The surviving buildings remain aesthetically distinctive and clearly interpretable in the suburb today and have retained their streetscape qualities of cottage forms (even the higher density duplexes) set in private gardens.

The gardens and public domain plantings are similarly significant, the public spaces being planted with trees provided by the Director of the Royal Botanical Gardens, Joseph Henry Maiden, who was consulted on the landscaping of the project. Private gardens were planted and tended by residents who were required to maintain their garden as a condition of their lease, and who were encouraged by keenly fought garden competitions organised by the Housing Board. Encouraged by this initiative, Daceyville was the home of one of the first branches of the Horticultural Society of New South Wales. Evidence of the original

garden layout and detailing to many properties remains interpretable. The plan of the development also provides evidence of the changing political context and commitment to the project, with each of the three main phases of the plan only partly realised: the western-most section with straight linking roads the original (January 1912) intention by the NSW Department of Lands and James Daniel Fitzgerald; the introduction of the radial plan by John Sulman and John Hennessey in August of the same year and the final plan with a more curvilinear focus by William Foggitt in 1915/1917. All three plans were originally intended to extend well to the south of the existing suburb of Daceyville and include formal town centres and a full range of facilities, but the final plan by Foggitt was effectively abandoned by 1922 in the light of labour union and Municipal problems at the local level and frequent Ministerial changes and constant shifting of government policy. The prepared, but not developed “Dacey No.2” subdivision to the south of the Public School/oval was sold on the open market (becoming the suburb of Pagewood) and today reads as an interesting hybrid of the original vision, with the essence of Foggitt’s carefully designed geometric plan still legible but no evidence of the social imperatives of the original vision.

The more recent infill development by the Department of Housing has largely retained the integrity of the historic cultural landscape and now makes a valid contribution to the contemporary heritage values of the area. The original proposal for extensive demolition and redevelopment of the area was protested strongly by residents, the wider community and professional groups such as the National Trust. In recognition of the level of community concern the original proposal was abandoned and a more sympathetic scheme of conservation, adaptation and some infill development was finally implemented to both conserve the area’s cottage and townscape heritage significance and to increase local densities. Approximately 500 dwellings were retained, most in public ownership, including 140 original cottages. Accommodation was increased through rear-facing second storey additions under extended sloping roofs in reference to the original forms of the Arts and Crafts style. The original large back gardens were partially developed for medium density town houses and apartments in the centre of the street blocks, being accessed by a single driveway to minimise impacts on the original streetscape rhythms. The 1916 School of Arts, opposite Dacey Park was demolished and replaced by medium density housing of similar scale and referential form to the large original building.

Criteria b)		
Historical Association Significance	Include	Exclude

The Daceyville HCA is significant for multiple historical associations with significant people, including with architect, valuer and seminal town planner John Sulman; architects J.D. Hennessey and George McRae; the Curator of the Royal Botanic Gardens, Joseph Henry Maiden; and J.D. Fitzgerald M.L.C.. It is also historically significant for its association with politician J.R. Dacey, the origin of political support for the scheme and after whom it was named.

John Sulman was one of the foremost architects and public advocates of the early 20th century, being a foundation member of the Australian Association for the Advancement of Sciences and delivering the paper that established the profession of town planning in Australia, "The Laying out of Towns" at the second meeting of the Association in 1890; a lecturer in Architecture at the University of Sydney from 1887; and the first president of the newly formed Town Planning Association of N.S.W. in 1913. Sulman was fully committed to the Dacey Garden Suburb project and used it to develop and implement his ideas as physical constructs. He, and fellow architect J.D. Hennessey, were responsible for the shifting of the underlying town plan from a relatively nondescript subdivision to a truly innovative one and using it as an example of the many benefits of the planned cultural landscape in his national and international lecture tours.

George McRae is a historically significant architect who was associated with the early planning and establishment of Daceyville including the original template housing types and site planning of the north-western corner of the development and the police station. McRea is significant as the architect of a number of Sydney's most important late 19th and early 20th century buildings including the Sydney Town Hall and the Queen Victoria Building, and also for much of the redevelopment of The Rocks following its substantial demolition in response to the outbreak of Bubonic Plague in 1901 as the City Architect, and later works throughout the state as the Government Architect of NSW.

Joseph Henry Maiden was a highly influential figure in the planning and development of the many public works that were constructed in the late 19th and early 20th century, including the landscaping and planting of the streets and parks of the young Garden Suburb. He was a botanist and Curator of the Royal Botanic Gardens with a keen interest in the landscaping and improvement of urban spaces, and in particular their beautification. He was also a highly skilled scientist and committed to the furthering of botanical knowledge and understanding. One of his most important achievements was the establishment of the National Herbarium of New South Wales, from which he supplied stock to landscape government projects throughout the state, including the street and park tree planting for Daceyville from 1913. He was an ardent advocate of urban and suburban beautification and amongst his many other roles and responsibilities was the judge of the annual garden competition for the residents of the Garden Suburb, encouraging in an active manner the community's commitment to the environmental and aesthetic qualities of their environment.

J.D. Fitzgerald M.L.C. is also a significant figure in the course of NSW's history, being a progressivist figure in the NSW Labor Government. He was a strong supporter of social reform through improvement in housing and conditions, particularly following a visit to England in the 1890s. Fitzgerald saw that the professional support being given to the proposed radical plan for the Dacey Garden Suburb as a way to facilitate his agenda for social reform. In 1912, following the death of J.R. Dacey, Fitzgerald became chairman of the Housing Board and was responsible for the early establishment of the development. He was also a foundation member and vice-president of the Town Planning Association of New South Wales, as well as being responsible for the Bill that resulted in the Local Government Act of 1919.

#### **Criteria c)**

## Aesthetic/Technical Significance

## Include

## Exclude

The Daceyville HCA demonstrates a high level of aesthetic heritage values. It is an outstanding suburban cultural landscape of Arts and Crafts style cottages, semi-detached houses and group homes set in cohesive and spatially rich streetscapes that feature complex curved street geometry to which the built forms respond in a sophisticated manner. The town plan is based on a series of boulevards that radiate from the intersection known as Nine Ways at the north-eastern corner of the precinct; the streets bounding and within Daceyville forming four of these nine ways. The two central boulevards and Bunnerong Road at the eastern edge are linked by streets that Sulman designed with complex geometry to follow a looping rhythm, thus ensuring that internal streetscape views are intimate in scale and evolve as one moves through the precinct.

The underlying plan of the precinct and original buildings were designed by noted architects, including George McRea, John Sulman, John Hennessey, S.T. Thorpe and William Foggitt and recent infill development by the NSW Department of Public Works/Housing Commission. The contributions of Sulman and Foggitt in particular are recognised as being amongst their finest work as innovative early examples of integrated town planning through subdivision, urban design, built forms and the finely textured materials and detailing.

The precinct is also aesthetically significant for the quality, variety and integrity of its buildings and streetscapes, evidence of the emergent understandings of town planning in the early 20th century. It is clearly residential in character, with the only non-residential buildings required to support the local community, including the shops, substation, kindergarten and baby health centre. The largest building is the Daceyville Public School, which is imposing in its scale, form and detailing and, unlike the Arts and Crafts cottages, dominates the local streetscape. The group of buildings associated with the adjacent St Michael's Church and school is of later construction (Interwar and early post-war) and is similarly prominent in local streetscape views. This group was not part of the 'as constructed' plan for the Dacey Garden Suburb, but its location abutting the southern edge of the precinct and the Daceyville Public School allows it to read as part of Daceyville, and the Church, school and other uses are part of the St Michael's Parish of Daceyville, in itself a contributory social value (see Social Heritage Values).

Buildings are set to a consistent building alignment with their facades aligned to follow the radiused curves of the kerbs, and most properties have retained the lack of solid front fencing established by the original plan and local tenancy rules which have allowed gardens and front setbacks spaces to join in a visually and spatially integrated public domain. Boundaries are marked by low rolled edges and simple garden plantings, likely at least in part by the impacts of the overshadowing caused by the maturity of street trees set in the verges. Early photographs show that many houses had visually transparent woven wire fences and well-planted front gardens. Most properties have also retained the traditional dual wheel track driveways of the early-mid 20th century, with parking structures set behind the side fences beside the houses. The ongoing ownership and management of the area by Housing NSW is further revealed by the consistency of details such as fences and driveways, which in turn make an important contribution to the rhythms of the streetscape and thus the integrity of the HCA.

The most readily interpreted aesthetic heritage quality of the area is the unique and highly distinctive architectural consistency established by the Arts and Crafts cottages, flats, shops and public buildings that continue to define the picturesque character of the HCA. Built forms are dominated by bungalow-style cottages and duplexes with occasional one and a half storey group houses. Streetscapes are dominated by the prominent slopes of the roof forms set parallel to the street alignment (including as it curves to address intersections) with original roughcast chimneys with brick detailing in the Federation style providing

evidence of the traditional method of heating and cooking at the turn of the 20th century. The roofs, in the manner characteristic of the Arts and Crafts style, establish a homely, sheltering quality to both the buildings and the streetscapes. The facades feature verandahs, porches and overhanging roofs and eaves in a rich variety of picturesque compositions. The Arts and Crafts style of domestic architecture is also characterised by the use of textured finishes including brickwork and pebbledash render, with sawn timber beams, materials that are prominent in the precinct. Early construction materials included experimentation with concrete block construction using ‘Sampson’ blocks on buildings in Cooks and Banks Avenues, which were abandoned due to costs, later construction reverting to traditional full-brick. Footings to the houses were of free stone from Government quarries over the sand dune foundation.

The original roof claddings of imported terracotta tiles and slate have been replaced by concrete tile or corrugated steel cladding. Windows are generally small-paned or plain casements with highlight windows above and shingled hoods or overhanging eaves, all of which which are typical of the Arts and Crafts style and make an important contribution to the traditional village character of the style and precinct. Most details such as the original pebbledash rendered chimneys with brick detailing are intact and add to the picturesque heritage values.

Infill development and additions as part of the late 20th century project to increase densities and conserve significant fabric have generally respected and interpreted the forms and textures of the retained original Arts and Crafts cottages. The new buildings and additions are clearly interpretable as such through their larger scale and differences in detailing and form which allows them to be readily interpreted as such on inspection, even from the public domain.

The largest infill buildings are located at the centre of the original street blocks and are largely screened from the street, helping to reduce their impact on the aesthetic heritage values of the precinct apart from the loss of potential for tall trees in the middle of the street blocks. Some properties have evidently been sold to private owners and these are mostly identifiable by unsympathetic alterations and additions, including major changes to the roof forms and gardens.

Criteria d)		
Social/Cultural Significance	Include	Exclude

Daceyville continues to also demonstrate a high level of social heritage values, being significant to the local community, particularly residents past and present, the wider community of Sydney and also to students and professionals including urban geographers, social historians, planners, urban designers, heritage experts, architects and others interested in urban morphology as a seminal example of its type.

The community remains a close-knit one and the original social values and qualities facilitated and encouraged by the government through the ideals of the Dacey Garden Suburb remain significant for the manner in which they demonstrate the evolution of the principles of traditional communities of 19th century village England into 20th century social agendas through, for example, the semi-structured and government-sponsored events and competitions such as garden competitions which were held to facilitate not only community bonding, but also encourage the maintenance of the qualities of the establishing precinct through the shared public domain.

The recent layer of infill development not only provides demonstrable evidence of the ongoing wider community need for housing for low-income earners, but through the major revision of the original proposal for large-scale development in response to the level of community protest, it also provides evidence of the esteem in which the area is held by local residents and the wider community including groups such as the National Trust (who had Recorded the suburb as a historically significant precinct as early as 1978) and professional bodies of urban planners and architects; who together protested against the original proposal for extensive demolition of the original fabric and its replacement by high density housing in 1980.

**Criteria e)**

**Research Potential**

**Include**

**Exclude**

The original houses were designed by noted architects and are known to have employed unusual building techniques such as structural walls of concrete ‘Sampson’ blocks. The fabric of these buildings has the potential to be of research interest and add to understandings of early 20th century building techniques. The attribution of individual buildings to particular architects would also have the potential to add to knowledge of the body of work of each contributory architect.

The original substation in Haig Reserve also has the potential to provide fabric and technical evidence of the early 20th century network of electricity distribution.

**Criteria f)**

**Rarity**

**Include**

**Exclude**

Daceyville Garden Suburb is a unique, substantially intact and readily interpretable example of a garden suburb that demonstrates the major spatial and design characteristics of the early 20th century garden suburb movement. It is also a rare collection of substantially intact/sympathetically altered Arts and Crafts cottages, houses, duplexes and group dwellings, plus shops, substation, police station and baby health centre in a unique streetscape setting.

**Criteria g)**

**Representative**

**Include**

**Exclude**

Daceyville is a fine representative example of a substantially intact garden suburb.

## Integrity/Intactness

Updated

The subdivision and street pattern is substantially intact. The surviving original buildings are substantially intact or sympathetically altered. Note that a small proportion has been sold and these generally demonstrate a lower level of physical, spatial and aesthetic heritage integrity even though the original forms to most remain legible under the layers. Extensive infill and alterations and additions have occurred in the area in the late 20th century. Although many are large structures they were designed with reference to the original Arts and Crafts patterns established in the area, and have generally softened into the streetscape through the growth of vegetation and the weathering of surfaces. Despite these alterations and additions, the heritage values of the Daceyville HCA remain clearly expressed and readily interpretable.

## References

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### References

Records Retrieved: 11

Title	Author	Year	Link	Type
City of Botany Bay: A Thematic History	Elizabeth Conroy	2017		Written
History of the City – Audaciousville: the story of Dacey Garden Suburb, Australia’s first public housing estate.	Samantha Sinnayah	2010		Written
Dacey Garden Suburb: a report for Daceyville Heritage Conservation Area within its historical context	Susan Jackson-Stepowski	2002		Written
Dacey Garden Suburb: a Study	Rodney Keg	1988		Written

The Evolution of the Garden Suburb Idea in New South Wales Before World War One and the conservation of Haberfield garden suburb.	Sheridan Burke	1985		Written
The Garden Suburb in Sydney	Sheridan Burke	1981		Written
Australian Responses to the Garden City Idea	Robert Freestone	1981		Written
Historic Newspapers	Various			Written
Maps, Plans, Drawings and Photographs held by the NSW Archives and the State Library of NSW	Various			Graphic
Aerial Photographs 1943-2017	Land and Property NSW			Photograph
Australian Heritage Database - Register of the National Estate			<a href="http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=town%3DDaceyville%3Bstate%3DNSW%3Bkeyword_PD%3Don%3Bkeyword_SS%3Don%3Bkeyword_PH%3Don%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_regi">http://www.environment.gov.au/cgi-bin/ahdb/search.pl?mode=place_detail;search=town%3DDaceyville%3Bstate%3DNSW%3Bkeyword_PD%3Don%3Bkeyword_SS%3Don%3Bkeyword_PH%3Don%3Blatitude_1dir%3DS%3Blongitude_1dir%3DE%3Blongitude_2dir%3DE%3Blatitude_2dir%3DS%3Bin_regi</a>	Electronic

## Heritage Studies

Records Retrieved: 1

Title	Year	Item Number	Author	Inspected By	Guidelines Used
City of Botany Bay Heritage Review	2018	5063190	E. & R. Conroy	R. Conroy	Yes



## Procedures / Workflows / Notes

Records Retrieved: 0

Application ID / Procedure ID	Section of Act	Description	Title	Officer	Date Received	Status	Outcome
No Results Found							

## Management

### Management

Records Retrieved: 0

Management Category	Management Name	Date Updated
No Results Found		

### Management Summary

Manage as a highly significant cultural landscape - prepare and adopt a Conservation Management Plan.

Retain in public ownership and occupation.

Conserve the historic street alignments, subdivision patterns, spatial relationships and built forms and their details.

Conserve internal and external views and vistas to, from and over the HCA.

No further demolition or sale of houses or other buildings within the HCA should be considered (note that this is achievable due to the State Government ownership.)

No structures, including alterations or additions, are to be located forward of the rear building line.

No painting of original brickwork.



Caption: Former Police Station at 1-3 Cooke Avenue  
Daceyville

Photographer: No Author

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



Caption: Daceyville Garden Suburb Heritage Conservation  
Area- detail of cottage

Photographer: RC

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



Caption: Daceyville Garden Suburb Heritage Conservation  
Area- example of infill development

Photographer: RC

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



Caption: Daceyville Garden Suburb HCA- entrance to infill development located behind original houses.

Photographer: RC

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



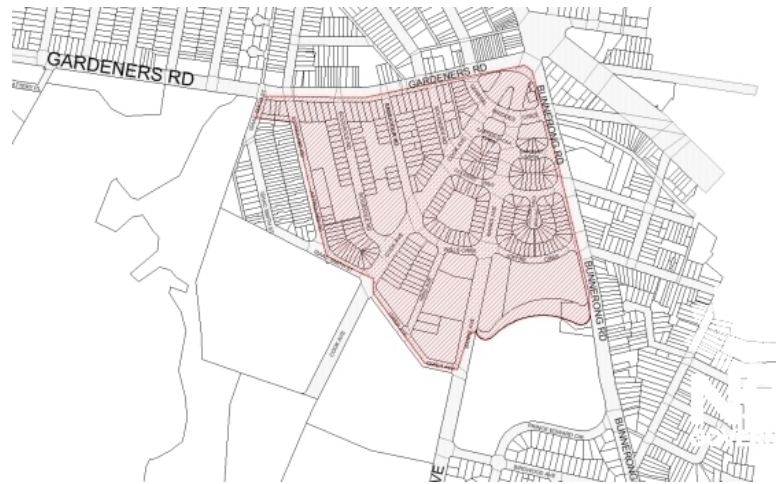


Caption: Daceyville Garden Suburb HCA - shops

Photographer: RC

Copyright Owner: No Credit

Date: 3/1/2018 12:00:00 AM

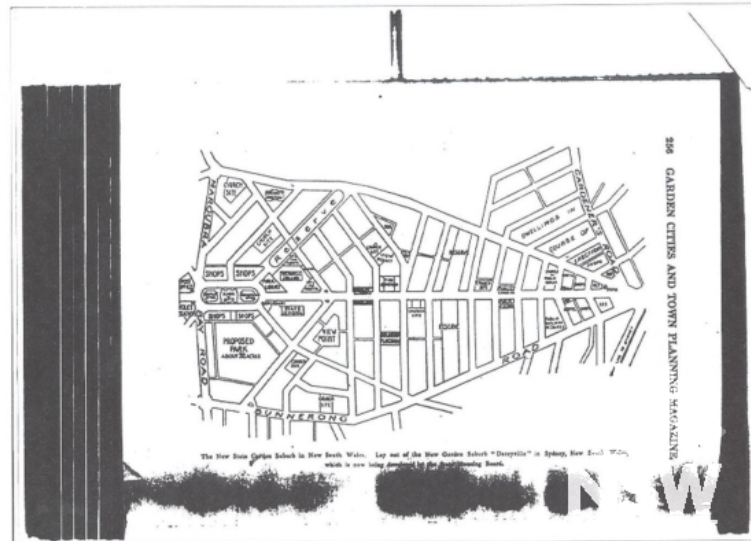


Caption: Daceyville Garden Suburb Heritage Conservation Area

Photographer: Council

Copyright Owner: No Credit

Date: 9/1/2015 12:00:00 AM



Caption: Daceyville Garden Suburb Heritage Conservation Area

Photographer: No Author

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM





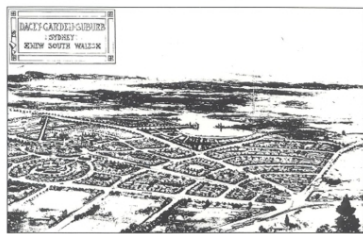
Caption: Daceyville Garden Suburb Heritage Conservation Area

Photographer: No Author

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM

## A WALKING TOUR THROUGH SYDNEY'S FIRST EXPERIMENT IN PUBLIC HOUSING



In 1912 an ambitious plan for housing working men, based on the principles of Ebenezer Howard's 'Garden City' movement, was launched by the then Colonial Treasurer, J. R. Dacey, as a model solution to the city's housing problem.

In 1912 an ambitious plan for housing working men, based on the principles of Ebenezer Howard's 'Garden City' movement, was launched by the then Colonial Treasurer, J. R. Dacey, as a model solution to the city's housing problem.

A development plan, prepared by leading architects/town planners John Salzman and J. F. Henessy, covering 336 acres of sandhills was never fully realised. However, 307 cottages, 6 shops, a baby health clinic, public hall and parkland were eventually constructed by the Housing Board, set up to administer the project.

The housing, based on English vernacular cottages and American bungalows with adaptations in the local 'federation' style, were initially of a substantial nature, using some innovative building materials and techniques. However, changing government priorities saw a reduction in the size and quality of the housing and the eventual abandonment of the project, with some dwellings and the remaining blocks being sold for private development.

Following the demise of the Housing Board in 1924 the estate was administered by the Public Trustee, then the Resumed Properties Branch until 1949 when the newly formed Housing Commission, now the Department of Housing, resumed control.

With the announcement of plans to extend the Eastern Suburbs Railway to Kingsford, plans for a comprehensive redevelopment of the estate were on foot. However, bitter controversy over these plans, the abandonment of the railway extension and recognition of the heritage significance of the garden suburb by the National Trust in 1978 led to complete reappraisal of development proposals.

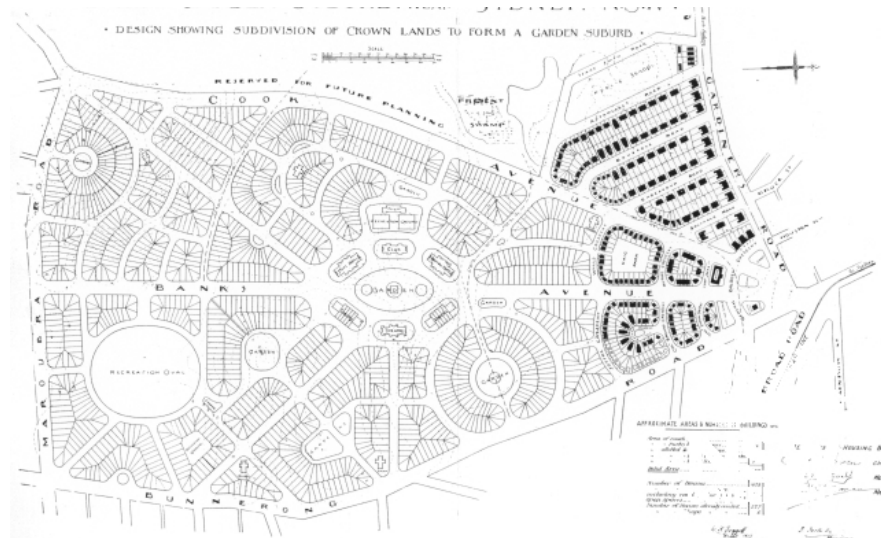
The Department's urban renewal project covers an area of 12 hectares, encompassing about 500 dwelling units, the majority of which will be retained in its present housing. The project involves the rehabilitation of 150 units, the construction of new town houses, the demolition of 100 units and the re-subdivision of 100 units to increase dwelling density. The project will also provide for the construction of a new shopping centre and a new public housing estate.

 DEPARTMENT OF HOUSING

Photographer: No Author

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Date: 7/1/2020 12:00:00 AM



Caption: Daceyville Garden Suburb Heritage Conservation Area

Photographer: No Author

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



Caption: Daceyville Garden Suburb HCA - Electricity substation in Dacey Gardens Reserve

Photographer: RC

Copyright Owner: No Credit

Date: 3/1/2018 12:00:00 AM



Caption: Daceyville Garden Suburb HCA- original cottage  
aligned to follow the curve of the intersection

Photographer: RC

Copyright Owner: No Credit

Date: 7/1/2020 12:00:00 AM



Caption: Duplex cottage in 2005

Photographer: RC

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Date: 7/1/2020 12:00:00 AM