

# 9, 10 and 11 Stapleton Parade, St Marys

## Heritage Assessment

Prepared for NSW Land and Housing Corporation (LAHC)

February 2023 – Final 0.1



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## Executive summary

Extent Heritage Pty Ltd (Extent Heritage) has been commissioned by NSW Land and Housing Corporation (LAHC) to undertake a heritage assessment of the properties at 9,10 and 11 Stapleton Parade, St Marys (hereafter referred to as the 'subject properties'), to determine their potential heritage significance. The properties were built c.1947 by the Housing Commission of NSW for the provision of public housing in St Marys.

The subject properties are not currently listed on any statutory heritage registers as heritage items, nor are they located within a heritage conservation area (HCA). However, they are identified in the *Glossop Street Precinct Urban Design Study 2008* as a potential heritage retention area. The Urban Design Study (2008), notes that the subject properties represent an:

Opportunity to retain an enclave of representative public housing dwellings which contribute to the on-going place making objectives of the Study. The location is subject to further assessment and review (Dickon Rothschild 2008, 16).

The subject properties are also identified as potential heritage items for investigation within the Draft St Marys Town Centre Structure Plan, dated August 2022. The Plan notes the subject properties as:

These cottages appear to be from the 1940s and are likely connected with the North St Marys Defence Redburn Estate. DoCoMoMo prepared a report on the significance of these buildings. They could be worthy of further investigations as they may be of heritage significance.

These reports require that further studies should be undertaken to investigate and determine the heritage significance of the subject properties. The detailed historical information and comparative analysis contained within this heritage assessment fulfils that requirement and establishes that the subject properties have no connection to the North St Marys duration cottages, which are a locally listed HCA on Schedule 5 of the Penrith LEP 2010 and are the subject of the DoCoMoMo report on 'Permanent Duration Cottages' (Appendix A of this report).

This report contains a detailed history of the development of St Marys in the Post-War period, an analysis of the physical fabric and a comparative analysis against other examples of social housing in St Marys and wider Sydney region. It provides a comprehensive assessment of significance of the subject properties against the NSW Standard Criteria for assessing the significance of heritage places, in accordance with the relevant guidelines.

## Conclusion

The assessment has determined the subject properties do not meet the threshold for heritage listing at a state or local level under the NSW heritage criteria. The following Statement of Significance for the group provides a summary of the assessment:

The cottages at 9,10 and 11 Stapleton Parade, St Mary's, demonstrate a low degree of historical significance as Post-War cottages designed and built c.1949 by the Housing Commission of NSW. The cottages reflect the broader developments in policy and design for the provision of social housing in the Post-War period, but do not hold sufficient historical significance to reach the threshold for individual or group heritage listing under this criterion. The cottages were built to standard cottage designs used by the Housing Commission of NSW from the late 1940s, utilising economical materials and a functional design to enable the mass

production of social housing. There are numerous other existing examples of this typology in the surrounding suburbs of St Marys, within both public and private ownership and the cottages are not rare in the locality.

Collectively, the group of cottages has a limited ability to demonstrate aesthetic value as a group of Post-War prefabricated cottages and it does not demonstrate a degree of rarity in terms of design or construction technique. As an isolated component of the broader street alignment and subdivision pattern, the group of cottages in themselves have limited ability to demonstrate representative qualities of the town planning principles utilised by the Housing Commission. The group is unlikely to yield any new construction or technical information not already documented in extant buildings and archival materials such as architectural plans. Although the group has some historical association with the operation and functions of the Housing Commission, the historical association is not sufficient to reach the threshold for heritage listing.

The cottages at 9, 10 and 11 Stapleton Parade, St Marys do not meet the threshold for heritage listing at the state or local level under the NSW heritage criteria.

Detailed investigation into the history and significance of the subject properties has shown that, contrary to the comments in the St Marys Town Centre Structure Plan, the cottages at 9, 10 and 11 Stapleton Parade, St Marys have no connection to the Duration Cottages in North St Marys and are not noted in the DoCoMoMo report on 'Permanent Duration Cottages'. The assessment in this report has determined the subject properties do not meet the threshold for heritage listing at a state or local level under the NSW heritage criteria, individually or as a group. Accordingly, the group of cottages does not warrant listing as a heritage item or further consideration as a potential heritage retention area.



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# 1. Introduction

## 1.1 Project brief

Extent Heritage Pty Ltd (Extent Heritage) has been commissioned by NSW Land and Housing Corporation (LAHC) to undertake a heritage assessment of the properties at 9,10 and 11 Stapleton Parade, St Marys (hereafter referred to as the 'subject properties'). The heritage assessment provides NSW LAHC with clear, evidence-based advice and well-founded recommendations based on a comprehensive history and comparative analysis, used to determine the potential significance of the subject properties.

The properties were built c.1947 by the Housing Commission of NSW for the provision of public housing in St Marys. While the subject properties are not currently listed on any statutory heritage registers as heritage items, nor are they located within a heritage conservation area (HCA), they are identified in the *Glossop Street Precinct Urban Design Study 2008* as a potential heritage retention area. According to the Urban Design Study (2008), the subject properties represent an:

Opportunity to retain an enclave of representative public housing dwellings which contribute to the on-going place making objectives of the Study. The location is subject to further assessment and review (Dickon Rothschild 2008, 16).

The subject properties are further identified as potential heritage items for investigation within the Draft St Marys Town Centre Structure Plan, dated August 2022. The St Marys Town Centre Structure Plan aims to manage growth and change in the area as it develops over the next twenty years. The plan provides an environmental, social and economic understanding of the existing conditions, to guide future development. Within the Plan, the document notes the following for 9,10 and 11 Stapleton Parade, St Marys:

These cottages appear to be from the 1940s and are likely connected with the North St Marys Defence Redburn Estate. DoCoMoMo prepared a report on the significance of these buildings. They could be worthy of further investigations as they may be of heritage significance.

These reports require that further studies should be undertaken to investigate and determine the heritage significance of the subject properties. The detailed historical information and comparative analysis contained within this heritage assessment fulfils that requirement and establishes that the subject properties have no connection to the North St Marys duration cottages, which are a locally listed HCA on Schedule 5 of the Penrith LEP 2010 and are the subject of the DoCoMoMo report on 'Permanent Duration Cottages' (Appendix A of this report). Detailed investigation into the history and significance of the subject properties has shown that, contrary to the comments in the St Marys Town Centre Structure Plan, the cottages at 9,10 and 11 Stapleton Parade, St Marys are not connected to the Duration Cottages in North St Marys. This is explored in detail in Part 2, 4 and 5 of this report.

## 1.2 Site identification

The subject properties are located within greater Western Sydney, the suburb of St Marys in the Penrith LGA. They are approximately seven kilometres east of the Penrith City Centre and twenty-one kilometres west of the Parramatta Central Business District.

The subject properties have a street address of 9, 10 and 11 Stapleton Parade, St Marys, and comprise land legally defined as Lot 25 to 27, in DP35558. The subject properties are located on the eastern side of Stapleton Parade facing Bennett Park to the west.

They are located approximately 450 metres east of the main commercial precinct of St Marys along Queen Street. The area to the east of Queen Street is characterised as a suburban area that predominately consists of single storey residences dating to the Post-War period, with later contemporary residential developments interspersed throughout.



Figure 1. Aerial of the subject properties at 9, 10 and 11 Stapleton Parade shaded in red. *Source:* Nearmap with Extent Heritage overlay.

## 1.3 Statutory heritage context

The subject properties are not listed as a heritage item or heritage conservation area on any statutory or non-statutory heritage registers. Therefore, the following statutory heritage registers pertinent to built heritage are not applicable.

- *Heritage Act 1977 (NSW)*
- *Environmental Planning and Assessment Act 1979*
- *Penrith Local Environmental Plan 2010*

#### Heritage Act 1977 (NSW)

The subject properties **are not** identified as items of state heritage significance on the State Heritage Register (SHR).

#### State Agency Heritage and Conservation Register (s170)

The subject properties **are not** identified as items of heritage significance within the NSW LAHC Heritage and Conservation Register.

#### Penrith Local Environmental Plan 2010

The subject properties **are not** identified as local heritage items or as a heritage conservation area on Schedule 5 of the *Penrith Local Environmental Plan 2010* (Penrith LEP 2010).

The subject properties are however, identified in various local government strategic planning documents as items of potential heritage significance. Within the Draft St Marys Structure Plan the properties are identified as items for investigation for their potential connection to the North St Marys Defence Redburn Estate and operation of the St Marys Munitions Factory. The *Glossop Street Precinct Urban Design Study* (Dickson Rothchild 2008) considers the properties a potential heritage retention area for their conservation of a representative example of Post-War public housing.

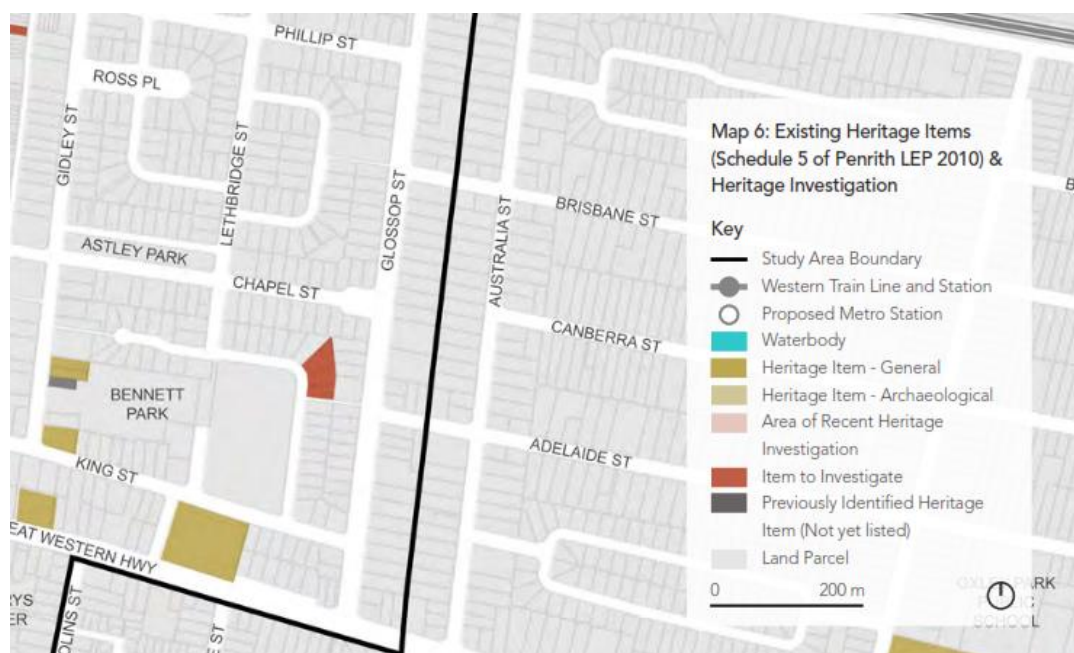


Figure 2. Map of the St Marys Structure Plan showing the subject properties shaded in red as potential heritage items to investigate. Source: Penrith City Council 2022, 27.



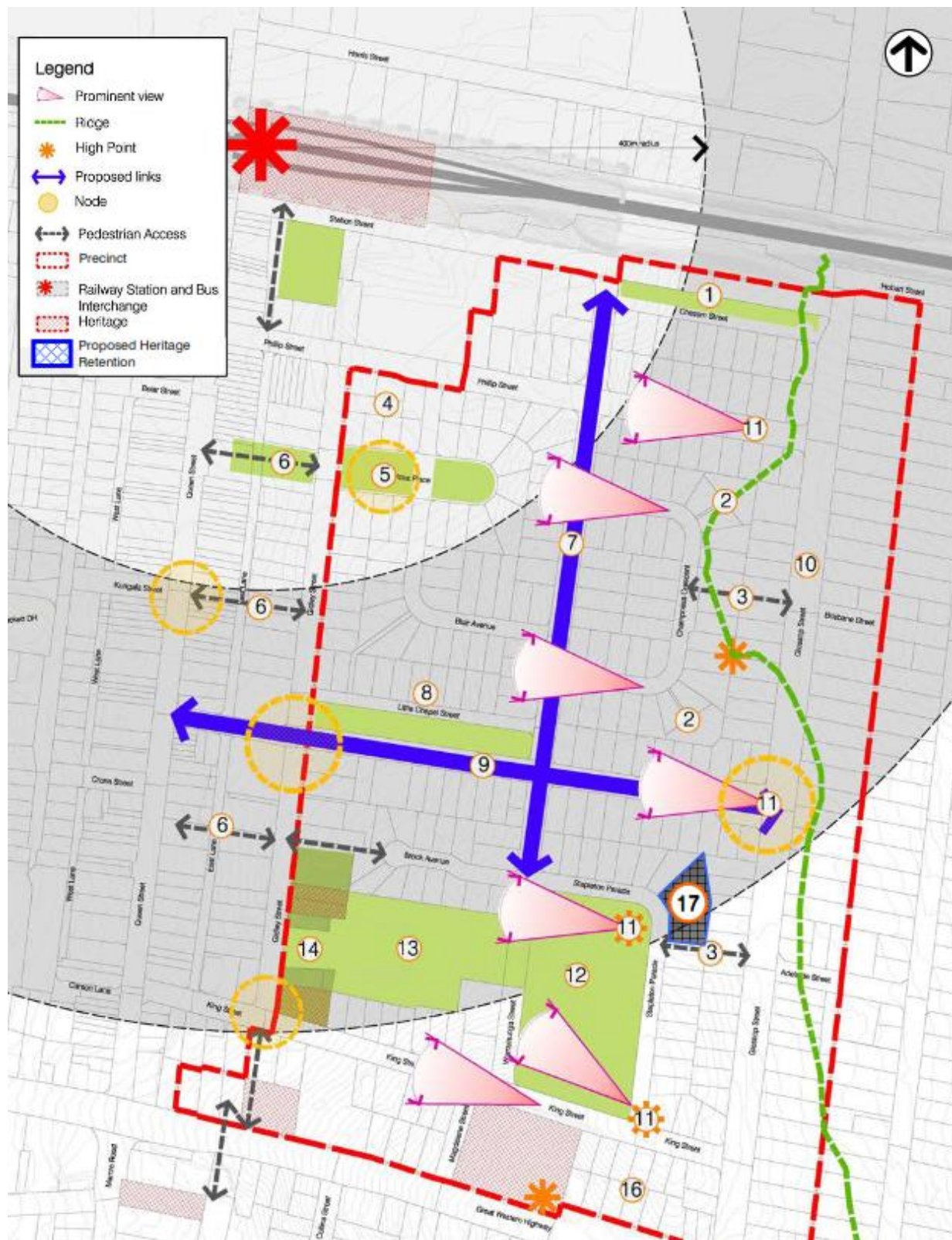


Figure 3. Map of opportunities identified in the Glossop Street Precinct Urban Design Study. The subject properties are identified as item 17. *Source:* Dickson Rothchild 2008, 17.

## 1.4 Approach and methodology

The methodology used in the preparation of this Heritage Assessment is in accordance with the principles and definitions as set out in the guidelines to *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* (the *Burra Charter*) (Australia ICOMOS 2013) and the latest version of the *Assessing Heritage Significance* (Heritage Office and Department of Urban Affairs and Planning 2002), produced by the former NSW Office of Environment and Heritage (now the Department of Planning and Environment).

## 1.5 Limitations

The site was inspected and photographed by Kim Watson and Reuel Balmadres on 9 December 2022. The external and internal inspection of 9 and 10 Stapleton Parade, St Marys was undertaken as a visual study only. At the time of reporting, there was no internal access to 11 Stapleton Parade, St Marys, views to the property were limited to the public domain only.

The historical overview provides sufficient historical background to provide an understanding of the place in order to assess the significance and provide relevant recommendations, however, it is not intended as an exhaustive history of the site.

This assessment does not include an assessment of Aboriginal heritage or historical archaeology.

## 1.6 Authorship

The following staff members at Extent Heritage have prepared this Heritage Assessment:

- Kim Watson, Senior Heritage Advisor;
- Hayley Edmonds, Heritage Advisor; and
- Reuel Balmadres, Research Assistant.

The historical assessment was researched and prepared by Martina Muller.

This report was reviewed by Lisa Trueman, Principal Heritage Advisor.

## 1.7 Acknowledgements

Extent Heritage gratefully acknowledges the assistance of Anthony Mitchell, Senior Heritage Officer LAHC, who provided historical architectural drawings and reports relating to the subject properties, and Louise Cox and Scott Robinson of DoCoMoMo for their assistance in providing information about the Permanent Duration Cottages in St Marys.



## 1.8 Terminology

The terminology in this report follows definitions presented in the *Burra Charter* (Australia ICOMOS 2013). Article 1 provides the following definitions:

**Place** means a geographically defined area. It may include elements, objects, spaces and views. Place may have tangible and intangible dimensions.

**Cultural significance** means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the *place* itself, its *fabric*, *setting*, *use*, *associations*, *meanings*, records, *related places* and *related objects*. Places may have a range of values for different individuals or groups.

**Fabric** means all the physical material of the *place* including elements, fixtures, contents and objects.

**Conservation** means all the processes of looking after a *place* so as to retain its *cultural significance*.

**Maintenance** means the continuous protective care of a *place*, and its *setting*. Maintenance is to be distinguished from repair which involves *restoration* or *reconstruction*.

**Preservation** means maintaining a *place* in its existing state and retarding deterioration.

**Restoration** means returning a *place* to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material.

**Reconstruction** means returning a *place* to a known earlier state and is distinguished from *restoration* by the introduction of new material.

**Adaptation** means changing a *place* to suit the existing *use* or a proposed use.

**Use** means the functions of a *place*, including the activities and traditional and customary practices that may occur at the place or are dependent on the place.

**Compatible use** means a *use* which respects the *cultural significance* of a *place*. Such a use involves no, or minimal, impact on cultural significance.

**Setting** means the immediate and extended environment of a *place* that is part of or contributes to its *cultural significance* and distinctive character.

**Related place** means a *place* that contributes to the *cultural significance* of another place.

**Related object** means an object that contributes to the cultural significance of a place but is not at the place.

**Associations** mean the connections that exist between people and a place.

**Meanings** denote what a place signifies, indicates, evokes or expresses to people.

**Interpretation** means all the ways of presenting the cultural significance of a place.

## 2. Historical context

The following brief historical summary has been prepared by Dr Martina Muller, Historian, for Extent Heritage in order to summarise the historical development of 9, 10 and 11 Stapleton Parade, St Marys.

This history does not address the Aboriginal history or early subdivision history of the site, or any archaeology that is potentially associated with the address.

### 2.1 Early ownership and development

The subject site is located on 600 acres granted to John Oxley on 30 June 1823.<sup>1</sup> Oxley's grant had in fact been made in 1808 and was named 'Bathurst', being formalised in 1823.<sup>2</sup> Oxley, a surveyor and explorer, likely used the land to pasture livestock, as he resided at 'Kirkham' near Camden. The site was in 1828 acquired by Governor Philip Gidley King's son, Phillip Parker King, who also built 'Dunheved' (originally known as 'Dunhaved') on another grant made earlier to his mother on the eastern bank of South Creek.<sup>3</sup> The creek gave the locality its early name, South Creek, before it was renamed St Marys, after the parish church of St Mary Magdalene, built between 1837-40.

No ownership history of the site was conducted as part of this report, as up until the late 1940s, the subject site was registered under the Old Title System, and the main focus of the history has been on the post-World-War-II development of the site. When an application for the site was made in 1950 under the *Real Property Act* for registration under Torrens Title, only a limited search of prior titles was conducted and only the original grant and the 1948 resumption were noted in the relevant land title document.<sup>4</sup>

However, based on aerial imagery (Figure 4. 1943 aerial photograph showing the approximate location of the subject site circled red (Source: NSW LRS, SIX Maps, 1943 aerial imagery)) it is evident that by 1943, the subject area was still vacant land and likely formed part of a larger agricultural estate. The site was largely cleared, with tracks crossing the site from the corner of Glossop and Chapel Streets towards the south-west at King Street. A large dam was located to the south-west of the site.

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<sup>1</sup> NSW LRS, Primary Application (PA) 36934.

<sup>2</sup> Pauls Davies Pty Ltd, 'Penrith Heritage Study Vol 3. Locality Profiles', November 2007, 274.

<sup>3</sup> 'St Marys', Penrith City Local History, 9 January 2015, <https://penrithhistory.com/st-marys/>.

<sup>4</sup> NSW LRS, PA 36934.



Figure 4. 1943 aerial photograph showing the approximate location of the subject site circled red (Source: NSW LRS, SIX Maps, 1943 aerial imagery)

## 2.2 Development of St Marys during World War II

In the early 1940s, the Commonwealth Government resumed a large area to the north of St Marys village as a site for a munitions filling factory.<sup>5</sup> The factory was completed by December 1943, after production had already commenced in November 1942. At its peak in September 1943, the factory employed 2499 workers, 1601 of whom were females.

To accommodate some of the workers at the factory, 32 permanent duration cottages were built north of the railway line, near the factory, and a larger group of 200 temporary duration cottages were built south of the railway line, west of Queen Street (Figure 5. 1943 aerial photograph showing some of the duration cottages at top left, west of Queen Street. The approximate location of the subject site circled red. (Source: NSW LRS, SIX Maps, 1943 aerial imagery).<sup>6</sup>

<sup>5</sup> Where not otherwise noted, this and the following is based on Pauls Davies Pty Ltd, 'Penrith Heritage Study Vol 3. Locality Profiles', 277–78.

<sup>6</sup> DoCoMoMo Australia, 'Permanent Duration Cottages, St Marys NSW', 2003, 6.

The permanent duration cottages closer to the factory were intended for accommodation of security officers, while factory staff was accommodated within the temporary duration cottages.

The Commonwealth War Homes Commission engaged Walter Ralston Bunning, a widely travelled architect and town planner to design the duration cottages in 1942.<sup>7</sup> The development was based on the North American Radburn model and potentially on Scandinavian examples, and Bunning later recommended his 'cul-de-sac park subdivision' model in his future involvement with Commonwealth and State post-war housing schemes.<sup>8</sup> The munitions factory was in production until the end of the war in August 1945 and was closed soon afterwards.

Walter Bunning was appointed chairman of the Town and Country Planning Advisory Committee in May 1945 and was tasked under a Commonwealth Scheme to redevelop the no longer required munitions factory at St Marys as factories.<sup>9</sup> As this was expected to produce an even larger influx of workers to the St Marys area, St Marys Council used Bunnings' expertise to advise on a new town planning scheme for the area and approached the Housing Commission of New South Wales, formed in 1941, for help in constructing additional housing.

In the following sections, where not otherwise noted, the term Housing Commission is used to refer to the Housing Commission of NSW, as was standard during the late 1940s.

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<sup>7</sup> DoCoMoMo Australia, 12. 14-15.

<sup>8</sup> DoCoMoMo Australia, 8.

<sup>9</sup> 'Town Planning Advisers Appointed', *Canberra Times*, 17 May 1945, 3, <http://nla.gov.au/nla.news-article2627885>; Peter Spearritt, 'Bunning, Walter Ralston (1912–1977)', in *Australian Dictionary of Biography*, 18 vols (Canberra: National Centre of Biography, Australian National University), accessed 10 December 2022, <https://adb.anu.edu.au/biography/bunning-walter-ralston-9623>.





Figure 5. 1943 aerial photograph showing some of the duration cottages at top left, west of Queen Street. The approximate location of the subject site circled red. (Source: NSW LRS, SIX Maps, 1943 aerial imagery)

## 2.3 Construction of NSW Housing Commission homes

### 2.3.1 Acute shortage of homes in St Marys

In July 1945, St Marys Council approached the NSW Housing Commission with the request to erect 250 homes within the municipality, at a cost of £250,000. The reason for the request was an acute housing shortage, and Council wanted to know whether the housing scheme could be extended to St Marys. The Housing Commission replied that it was difficult to build new houses under war-time conditions, but invited Council for a discussion.<sup>10</sup>

<sup>10</sup> 'Acute Housing Problem', *Nepean Times*, 19 July 1945, 1, <http://nla.gov.au/nla.news-article117898653>.

At that time, two areas proposed for resumption were submitted by Mr Turner, the engineer, “being a re-design of the area bounded by Gidley, Station, Glossop and King Streets. Main features in this were the alteration of Lethbridge Street location, and the continuation of both Brisbane and Adelaide Streets through to Queen Street.”<sup>11</sup> The second proposed resumption area was a portion of land between the Western Road and Werrington Station which was subsequently dismissed.

### 2.3.2 The Housing Commission of New South Wales

The Housing Commission of New South Wales was established under the Housing Act 1941, as the governmental home-building authority of the State of New South Wales. Its functions were in c1947 described as follows:

The Commission acquires the necessary land, subdivides it, provides the essential services, designs the homes to be built, and supervises eventual construction. The staff includes technicians and professional men with the highest qualifications. Practically all of the architectural work involved is carried out by the Commission's own Architectural Division.

Homes constructed are allocated by ballot. Eligibility for admission to the ballot is determined by the Metropolitan Tenancy Application Committee, consisting of representatives of the R.S.S. & A.I.L.A, Combined Women's Organisations, Trades and Labour Council, and the Housing Commission. The committee is guided by the facts of application as established by an inspector's report. Qualification is judged according to degree of urgency based on conditions of overcrowding, state of premises, divided family and other similar reasons. Ballots are conducted at regular intervals, and are open to the public. In country centres the same procedure is followed.<sup>12</sup>

The Housing Commission designed their estates according to the concept of the neighbourhood unit, with cottages organised around community facilities, such as schools, community centres, parks and sports grounds.<sup>13</sup>

In July 1945, the Housing Commission appointed Sydney architect, Ian Wentworth Jefferson, as their Chief Architect. Jefferson had studied prefabrication methods in Australia and the United States and was appointed “to speed up the construction of homes by using prefabrication.”<sup>14</sup>

That same year, the *Commonwealth – State Housing Agreement (CSHA) Act* was gazetted, after Bunning had provided a report to the government about the state of Australia's housing

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<sup>11</sup> ‘Acute Housing Problem’.

<sup>12</sup> Housing Commission of NSW, *Homes for the People*, c1947?

<sup>13</sup> Jillian Walliss, ‘Creating Home in Urban Australia. The Role of Site, Space and Form.’ (Master thesis, University of Tasmania, 1996), 61–62.

<sup>14</sup> ‘Study of Methods of Prefabrication’, *Sydney Morning Herald*, 30 July 1945, 3, <http://nla.gov.au/nla.news-article27920316>.

stock in 1944.<sup>15</sup> The CSHA allocated “funds to State governments for the development of new housing estates, the management of housing and the redevelopment of slum areas.”<sup>16</sup>

The first CSHA, made in November 1945 between six States, “allocated funds for the construction of new dwellings only and 50 per cent of such housing had to go to ex-defence force personnel. The housing was to be for rental only—the Commonwealth provided loan funding and the States were to be responsible for service delivery. Much of the housing constructed via the first CSHA was on large estates on the outskirts of the major cities in Australia and was partly responsible for the urban sprawl that characterised the post war years.”<sup>17</sup>

By c1947, the CSHA was in full swing, with the Housing Commission reporting that “the bulk of the Commission’s operation are carried out under the provisions of the Commonwealth and State Housing Agreement, whereby the Commonwealth advances the money necessary to finance the different housing projects. Funds advanced are repayable by the State in equal annual instalments of principal and interest over a period of fifty-three years.”<sup>18</sup>

### 2.3.3 Town planning for St Marys

The NSW Housing Commission scheme was part of a wider town planning scheme undertaken by St Marys Council. Walter Bunning, who had been involved in the planning for the duration cottages during the war, was appointed chairman of the Town and Country Planning Advisory Committee in May 1945 and was tasked under a Commonwealth Scheme to redevelop the munitions factory at St Marys as factories.<sup>19</sup>

Bunning, employed by St Marys Council as their adviser, contacted Mr Edward Gallop of the NSW Housing Commission in late 1945 to discuss general matters regarding the St Marys scheme, including the Housing Commission’s plans to construct 20 houses at St Marys. This was much less than the 250 houses Council had requested back in July 1945.<sup>20</sup> Bunning suggested that “before any specific site was suggested to the Housing Commission it would be advisable for Council to approve a broad principle of zoning in order that a suitable area for the houses might be located”.<sup>21</sup>

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<sup>15</sup> ‘The Commonwealth-State Housing Agreement’, text, Australia, accessed 10 December 2022, [https://www.aph.gov.au/about\\_parliament/parliamentary\\_departments/parliamentary\\_library/publications\\_archive/archive/statehouseagree](https://www.aph.gov.au/about_parliament/parliamentary_departments/parliamentary_library/publications_archive/archive/statehouseagree).

<sup>16</sup> Walliss, ‘Creating Home in Urban Australia. The Role of Site, Space and Form.’, 61.

<sup>17</sup> ‘The Commonwealth-State Housing Agreement’.

<sup>18</sup> Housing Commission of NSW, *Homes for the People*.

<sup>19</sup> ‘Town Planning Advisers Appointed’; Spearritt, ‘Bunning, Walter Ralston (1912–1977)’.

<sup>20</sup> ‘Acute Housing Problem’.

<sup>21</sup> ‘St. Marys Town Planning’, *Nepean Times*, 29 November 1945, 4, <http://nla.gov.au/nla.news-article117899722>.



In January 1946 Bunning's more detailed recommendations for the St Marys Town planning scheme were discussed by Council.<sup>22</sup> These included planning for residential, shopping, rural, and industrial zones; preparation of a zoning map that included a green belt; extending the scheme to Oxley Park, Kingswood, etc. after completion; and further proposed measures.

Bunning also submitted a zoning plan and site plan proposed for Housing Commission sites, in the area bounded by the Western Road and Glossop, Station and Queen Streets, with individual sites proposed to be 60 ft. x 132 ft. and a width of 72 ft. for corner sites.<sup>23</sup>

By May 1946, private enterprise had moved into the factory area and several firms were in production, including Dunlop Rubber Co., Briggenshaw Bros and Ezy-Pack Bags, while Selinite Ltd, Australian Seal Ltd, A. E. Goodwin (pre-fabricated homes), B. C. Morris, and Silkes were expected to commence operations soon.<sup>24</sup>

This resulted in a further influx of population, increasing the need for further accommodation. The earlier staff cottages and hostels were reserved for industry, but "the State Housing Commission, in conjunction with the Federal authorities" was expected to "assist in this regard."<sup>25</sup>

At that time, the Housing Commission was still only planning to erect 20 homes at St Marys. However, the *Nepean Times* reported that "these will be balloted for and priority cannot be given to local residents. Should any firm give an undertaking to the Housing Commission that it will subscribe toward homes for its employees, it (the Commission) will erect them for the firms. In fact, the manager of B. O. Morris has informed Council that his firm wants 100 homes."<sup>26</sup>

By September 1946, the Housing Commission was set to begin construction of 20 dwellings, while also taking over the former munition plant hostels to house 130 families.<sup>27</sup> Temporary housing was also provided within wartime mushroom cottages (called 'hutches' by the locals), with plans to demolish these as new homes were constructed.

Many of the Housing Commission homes at St Marys were prefabricated, as it was difficult to find builders to tender there. In February 1947, Gallop proposed four different types of prefabricated houses for the area: "1. Armco steel house. 2. Tulloch's fibro cement with tile roof. 3. Hutcherson Bros.' houses. 4. Van Dyle Bros.' "Sectionit house", fibro-cement walls with

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<sup>22</sup> 'St. Marys Town Planning', *Nepean Times*, 10 January 1946, 3, <http://nla.gov.au/nla.news-article117900095>.

<sup>23</sup> 'St. Marys Town Planning'.

<sup>24</sup> 'St. Marys Housing', *Nepean Times*, 23 May 1946, 4, <http://nla.gov.au/nla.news-article117901273>.

<sup>25</sup> 'St. Marys Housing'.

<sup>26</sup> 'St. Marys Housing'.

<sup>27</sup> 'New Deal for an Old Township', *Sun*, 1 September 1946, 4, <http://nla.gov.au/nla.news-article231580741>.

flat roof.”<sup>28</sup> 50 Armco and 50 Tulloch houses were about to be erected in February 1947, as these were ready to be constructed immediately.

Bunning’s firm was involved in laying out roads as part of the town planning scheme, but the Housing Commission was willing to pay him to site the house in the subdivision.<sup>29</sup> Council’s own engineer, Mr Stapleton, was also reporting on the scheme. At the same time, it was decided that a total of 200 homes were to be built at St Marys, and the number was to be increased to 400 at a later stage.

### 2.3.4 Construction of buildings at Stapleton Parade (c1949)

In March 1947, St Marys Council was notified that the Housing Commission had “resumed the major portion of the large area of land bounded by Station Street (along Railway), Glossop Street, the Western Highway, and Lethbridge Street.”<sup>30</sup> The official resumption under the provisions of the Public Works Act 1912 and the Housing Act 1912-1947, as amended, by the Housing Commission of New South Wales, was registered on 26 May 1948, for 12 acres 2 roods 1 ½ perches, part of Block B of St Marys Township, Municipality of St Marys, Parish of Rooty Hill, bounded by Lethbridge Street, King Street and Glossop Street.<sup>31</sup> The resumption was officially gazetted on 4 June 1948.<sup>32</sup> St Marys was part of the Housing Commission’s Country Programme.<sup>33</sup>

The Housing Commission’s *Annual Report* summarised the Housing Commission’s Country Housing Programme as per 30 June 1947, noting that work on 20 originally planned timber-framed houses had commenced, and a total of 191 timber-framed houses had either been approved, commenced or completed, including the conversion of existing hostels.<sup>34</sup> Only timber-framed houses were constructed at St Marys at that time. By August 1947, tenders had been let for the construction of 120 homes, with three contracting firms being employed for the work.<sup>35</sup>

A site plan for the new buildings on the Housing Commission land bounded by King, Lethbridge, Chapel and Glossop Streets was prepared in May 1947 by the Housing Commission’s Chief Architect, Ian Wentworth Jefferson (Figure 6. Plan dated 19 May 1947 by the Housing Commission of NSW for the Housing Project at St Marys, showing the Glossop Street area, with the subject site outlined in red. These cottages were part of Job No. 646 G, comprising 10 timber framed cottages on Lots 25 to 34 inclusive. (Source: LAHC, L14352). A subdivision was created

<sup>28</sup> ‘St. Marys Housing’, *Nepean Times*, 13 February 1947, 6, <http://nla.gov.au/nla.news-article117904427>.

<sup>29</sup> ‘St. Marys Housing’.

<sup>30</sup> ‘Housing Commission’s Resumption’, *Nepean Times*, 20 March 1947, 7, <http://nla.gov.au/nla.news-article117904911>.

<sup>31</sup> NSW LRS, PA 36934.

<sup>32</sup> ‘Housing Act, 1912-1947 - Public Works Act, 1912, as Amdended’, *Government Gazette of the State of New South Wales*, 4 June 1948, 1339, <http://nla.gov.au/nla.news-article224779533>.

<sup>33</sup> Housing Commission of NSW, *Homes for the People*.

<sup>34</sup> ‘The Housing Commission of NSW Annual Report’, 1947, 23.

<sup>35</sup> ‘St. Marys Housing’, *Nepean Times*, 7 August 1947, 1, <http://nla.gov.au/nla.news-article117906489>.

which included Stapleton Parade which ran as a curve around the newly created reserve. Stapleton Parade was dedicated as a public road on 11 September 1953, and the reserve on Lot 35 was on 5 February 1954 dedicated as a park.

9 Stapleton Parade was located on Lot 25 of the subdivision and 10 and 11 Stapleton Parade were located on Lots 26 and 27, respectively. The plan included in Figure 6 **Error! Reference source not found.** is in fact an amended version, as the original plan prepared in 1947 was updated in February 1949 to include an “additional siting of cottages lot lots 17 to 34 incl.”<sup>36</sup> This suggests that the cottages at the subject site, located on Lots 25 to 27, were not built until after February 1949, as part of an additional 18 cottage sites created on Stapleton Parade.<sup>37</sup>

The subject cottages at Lots 25 to 27 were part of Job No. 646 G, comprising 10 timber-framed cottages (Lots 25 to 34). They were all of a different type or were at least oriented in mirror reverse. 9 Stapleton Parade (Lot 25) was of type TC22/1R (Figure 7), 10 Stapleton Parade (Lot 26) was type T49R (Figure 8) and 11 Stapleton Parade (Lot 27) was type T57 (Figure 9). The plans for the timber-framed buildings were signed by the Senior Designing Architect of the Housing Commission, Harold R. W. Orr, who had been employed by the Housing Commission from about 1944, suggesting that Orr was responsible for the design.<sup>38</sup>

Some of the earlier homes within this subdivision, a total of 12 cottages, had been contracted with Hutcherson Bros (Job 646 pt). No information about any contractors for the subject cottages could be found. By March 1949, 140 houses had been erected at St Marys, and a further 150 houses were to be erected in the area bounded by Lethbridge, King, Phillip, and Gidley Streets. The completed houses were said to have suffered from the stench of stagnating sullage water “brought about by bad town planning, assisted to a degree by badly sited house fitments and badly constructed drainage.”<sup>39</sup>

In July 1949, three new streets were named as recommended by the Works Committee upon request by the Housing Commission. Stapleton Parade was named after Mr L. J. Stapleton, municipal engineer to St Marys Council prior to amalgamation, and then chief municipal engineer to the amalgamated Penrith Council. The *Nepean Times* noted that “Mr. Stapleton has had much to do with St Marys planning in co-operation with the Housing Commission.” Also named were Blair Street (after alderman J. I. Blair, the last Mayor of St Marys before

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<sup>36</sup> As per the annotation on Plan L14352 (LAHC).

<sup>37</sup> Approval of a tender for 12 units in the nearby portion bounded by Chapel, Lethbridge and Glossop Streets, and Champness Crescent, had been given in September 1948, see ‘Penrith-St Marys Housing Programmes’, *Nepean Times*, 9 September 1948, 1, <http://nla.gov.au/nla.news-article117910627>.

<sup>38</sup> ‘Key Home Plan December 4, 1949’, *Sunday Herald*, 4 December 1949, 1, <http://nla.gov.au/nla.news-article28667342>.

<sup>39</sup> ‘Sullage Water Disposal at St. Marys’, *Nepean Times*, 24 March 1949, 2, <http://nla.gov.au/nla.news-article117912463>.

amalgamation) and Ross Place (after E. F. Ross, the last town clerk of St Marys and first town clerk of the amalgamated Penrith Municipality).<sup>40</sup>

Some eight allotments within the subdivision were transferred to new owners, mostly private individuals, from early 1956.<sup>41</sup> Two of these (Lots 1 and 22) were transferred to War Service Homes in 1956 and 1957, respectively. All other allotments, including the subject site, remained in the ownership of the Housing Commission until at least 4 July 1978, when a new Certificate of Title was issued.<sup>42</sup> No further dealings were recorded in that land title document.

The properties remain in the ownership of NSW LAHC.

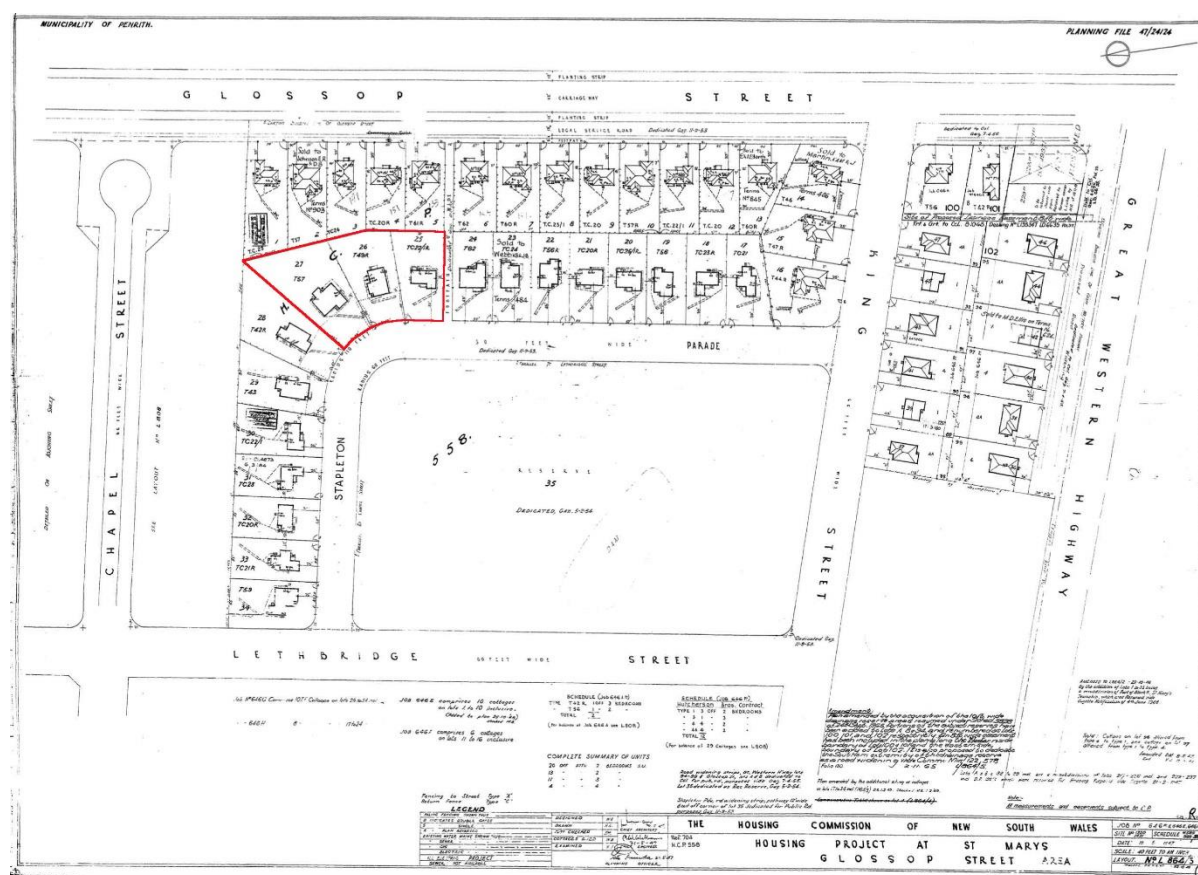


Figure 6. Plan dated 19 May 1947 by the Housing Commission of NSW for the Housing Project at St Marys, showing the Glossop Street area, with the subject site outlined in red. These cottages were part of Job No. 646 G, comprising 10 timber framed cottages on Lots 25 to 34 inclusive. (Source: LAHC, L14352)

<sup>40</sup> 'Naming of New Streets at St. Marys', *Nepean Times*, 21 July 1949, 1, <http://nla.gov.au/nla.news-article117913618>.

<sup>41</sup> NSW LRS, CT Vol 6118 fol 24.

<sup>42</sup> NSW LRS, CT Vol 13649 fol 118.



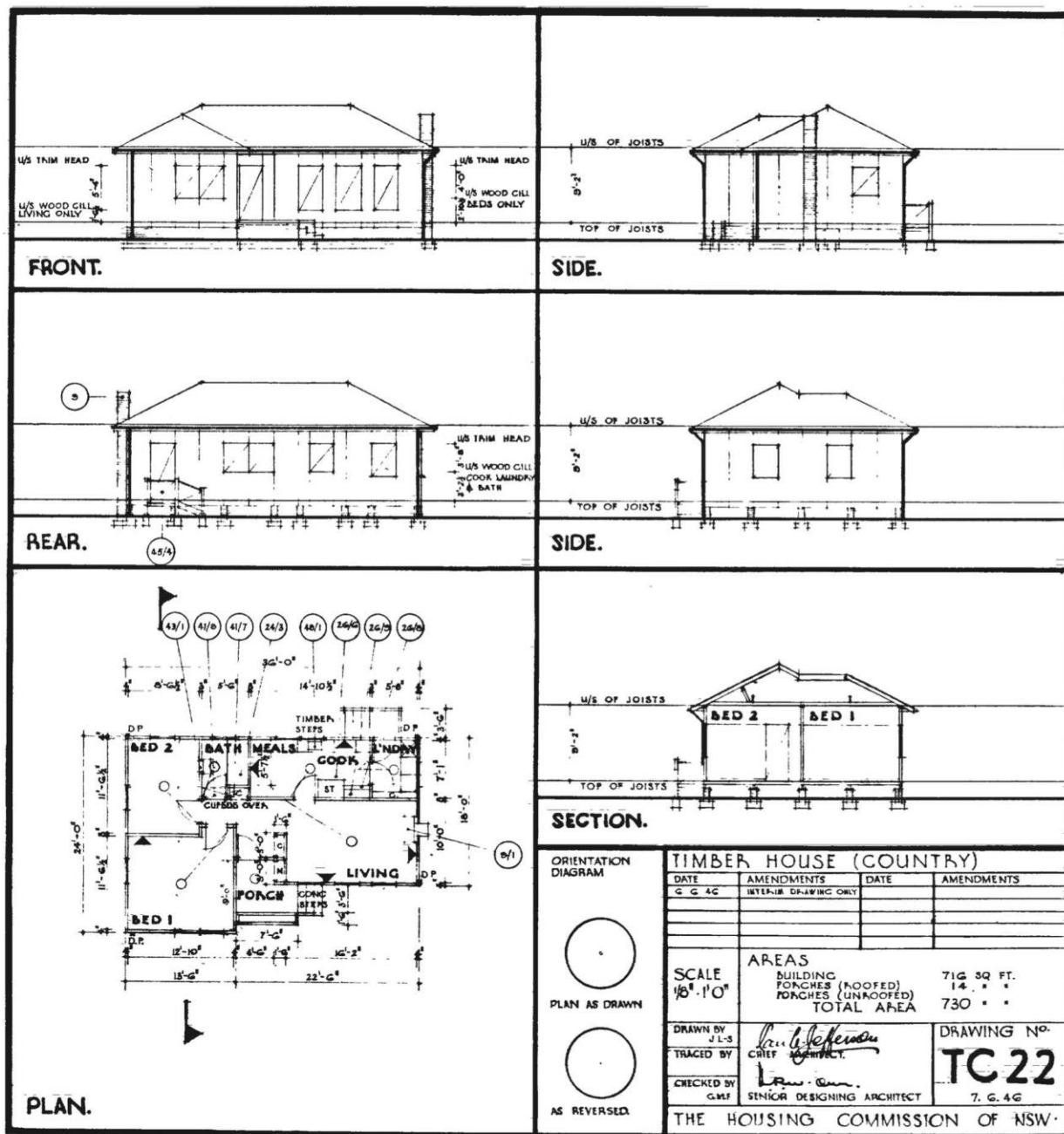


Figure 7. Drawing, dated 7 June 1946, showing Timber House (Country) type TC22 (mirrored), as employed at 9 Stapleton Parade, St Marys (Source: LAHC, TC22)

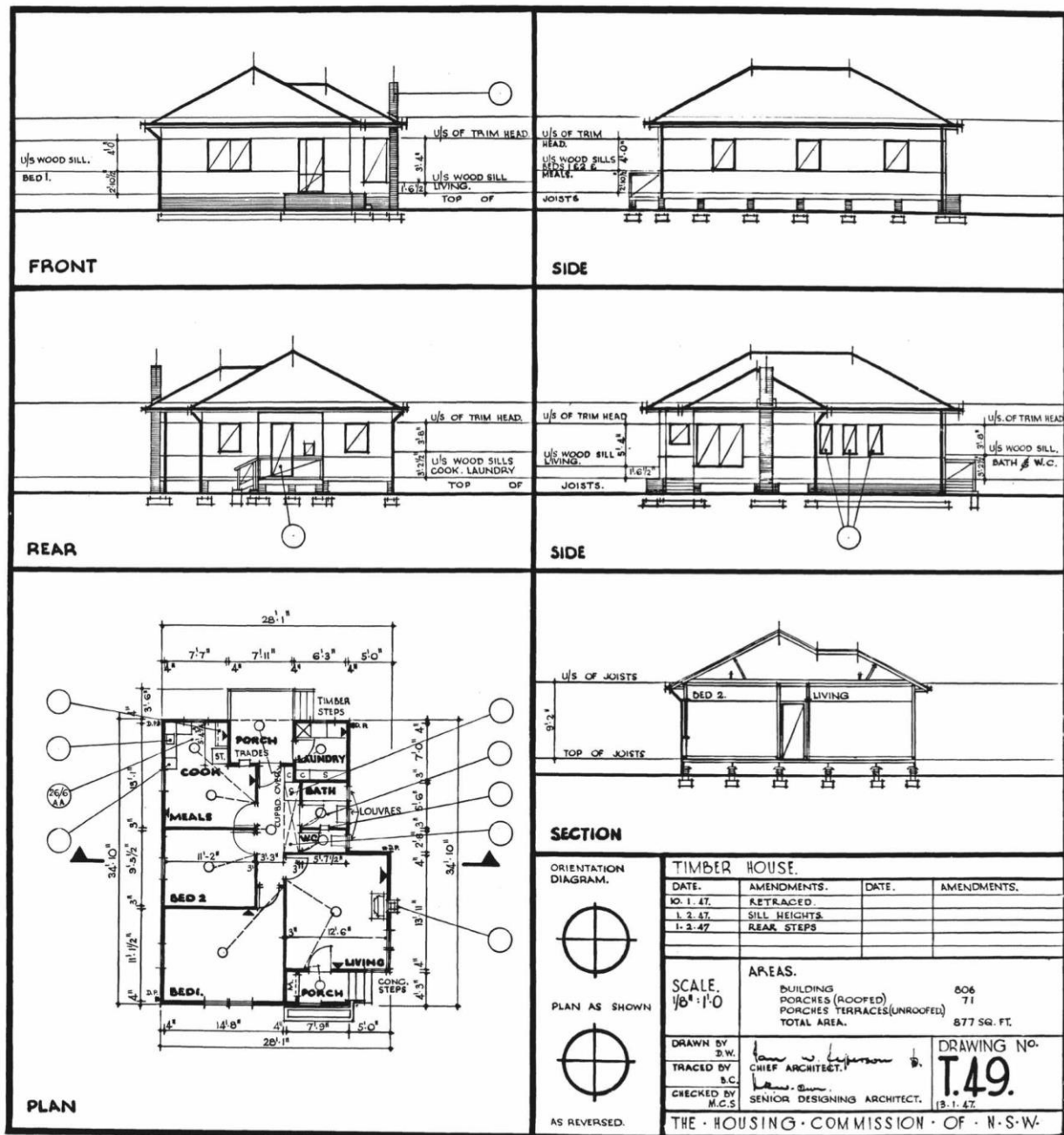


Figure 8. Drawing, dated 13 January 1947, showing Timber House type T.49 (mirrored), as employed at 10 Stapleton Parade, St Marys (Source: LAHC, T.49)

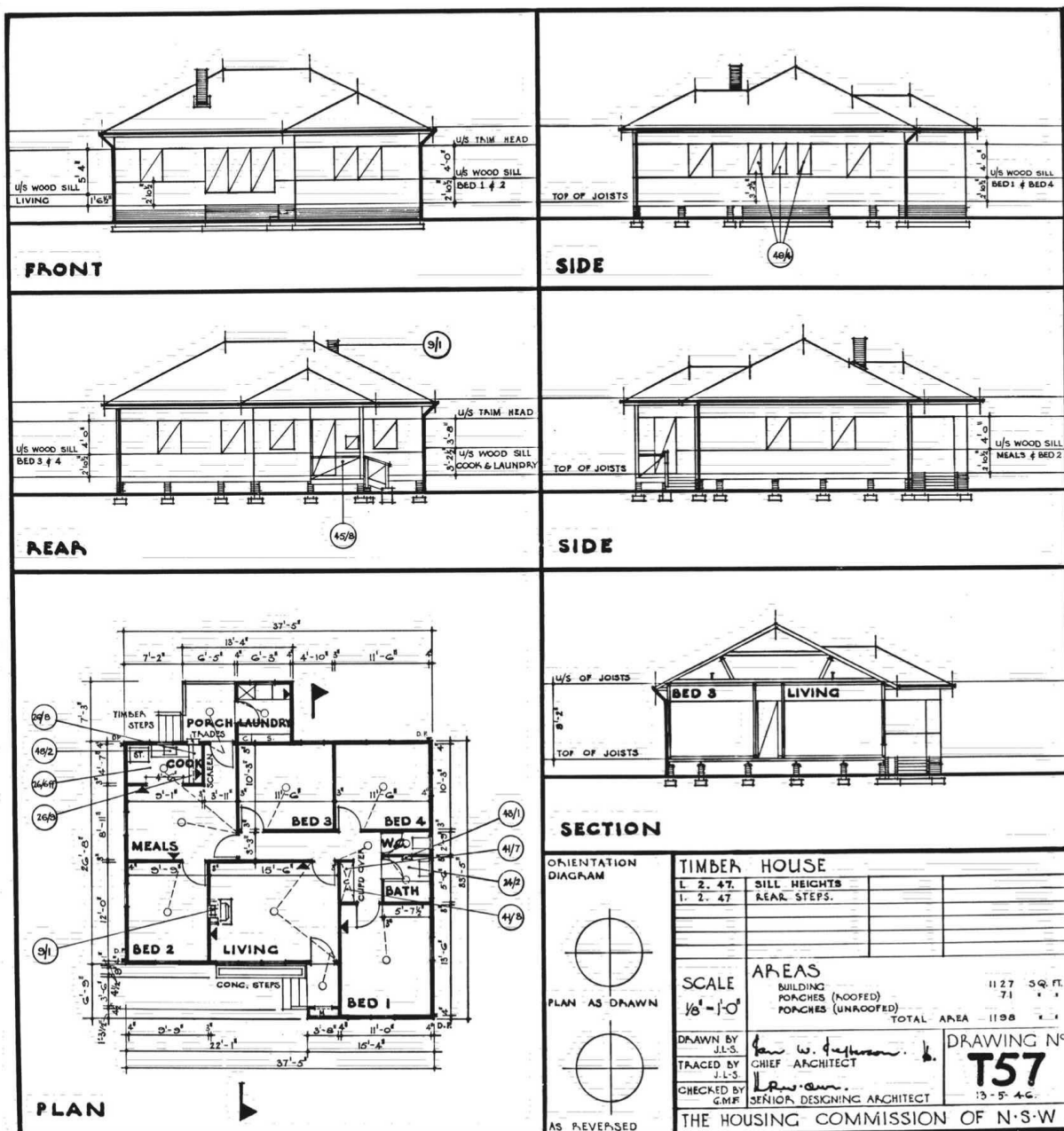


Figure 9. Drawing, dated 13 May 1946, showing Timber House type T57, as employed at 11 Stapleton Parade, St Marys (Source: LAHC, T57)



## 3. Physical analysis

Extent Heritage carried out a physical assessment of the properties at 9, 10 and 11 Stapleton Parade, St Marys on the 9 December 2022. The analysis involved an investigation into the built form and landscape setting. It does not provide a detailed investigation of all fabric but an overview of the elements of the place to assist in determining significance.

The subject properties are located on the eastern side of Stapleton Parade facing Bennett Park to the west. The southern boundary of 9 Stapleton Parade borders a pedestrian path, Stapleton Lane. The subject properties occupy relatively large lots with a consistent deep setback from Stapleton Avenue, characterised by a large front yard. The overall form, scale, and materiality of the subject properties are relatively consistent with each other and the surrounding dwellings.

### 3.1 No. 9 Stapleton Parade, St Marys

#### 3.1.1 Exterior

The cottage at 9 Stapleton Parade, St Marys is a standard Type TC22 single storey, double fronted Post-War cottage, designed by the Housing Commission of NSW c.1946. The cottage is clad with fibre cement, or 'fibro' sheeting and set on face brick foundations. The roof is hipped and clad with terracotta Cordova tiles and features a simple face brick chimney. The L shaped building has a recessed front porch. The front door features a standard contemporary security screen door. The windows on the front façade are timber framed sash windows, fronted by contemporary flyscreens.

The dwelling has a deep setback to Stapleton Avenue and neat front garden that features a circular garden bed with stone edging at its centre. A concrete strip driveway is located along the northern boundary of the allotment, the remainder of the site is bounded by a low loop-top metal fence.

#### 3.1.2 Interior

The internal layout of 9 Stapleton Parade comprises a living room, kitchen, two bedrooms, bathroom and toilet, and laundry. Internal flooring includes carpet in the living room and bedrooms, linoleum in the kitchen and laundry, and tiled in the bathroom. Internal walls and ceiling consist of painted fibro sheeting. The walls in the kitchen, laundry, and bathroom are partially tiled. Other internal fittings include laminated timber joinery, a painted brick fireplace, and contemporary kitchen and bathroom fittings.

#### 3.1.3 Condition

The cottage at 9 Stapleton Parade is currently unoccupied. Externally, the building appears to be in a good condition. Internally, the condition of the building is fair with some minor damage to fibro wall cladding and mould growth observed. Damage to internal fibro wall cladding consisted of missing timber battens and bowing fibro sheets. This was evident in the main

bedroom, where the wall had come away, exposing the fibro sheets and floorboards. Extensive mould was observed on the walls in both bedrooms and laundry.

### 3.1.4 Photos

The following photos were taken by Extent Heritage on 9 December 2022.

#### Exterior



Figure 10. View to front façade of 9 Stapleton Parade, St Marys.



Figure 11. Overview of the front facade of 9 Stapleton Parade from the front yard



Figure 12. View to the rear eastern elevation from the backyard.



Figure 13. overview of the rear elevation and chimney along the northern elevation.





Figure 14. View along driveway to Stapleton Parade.



Figure 15 View of the brick foundations under house.



Figure 16. Overview of backyard.



Figure 17. Overview of backyard.

## Interior



Figure 18. Overview of the living room.



Figure 19. Overview of the living room looking towards the main entrance and bedrooms.





Figure 20. View to kitchen from living room.



Figure 21. View towards bedrooms and kitchen area from living room



Figure 22. Overview of the kitchen area.



Figure 23. Overview of kitchen area.



Figure 24. Overview of the bathroom.



Figure 25. Overview of the bathroom.



Figure 26. Overview of bedroom 1.



Figure 27. Overview of bedroom 1.

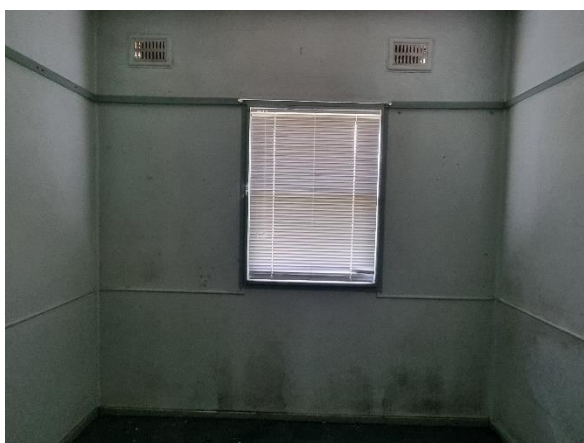


Figure 28. Overview of bedroom 2.



Figure 29. Overview of bedroom 2.



Figure 30. Overview of the laundry.



Figure 31. Overview of the laundry.

## 3.2 No. 10 Stapleton Parade, St Marys

### 3.2.1 Exterior

The cottage at 10 Stapleton Parade, St Marys is a typical Type T49 single storey, double fronted Post-War cottage, designed by the Housing Commission of NSW c.1947. The cottage is clad with fibro sheeting and set on brick foundations with a wide projecting hipped roof clad with terracotta Cordova tiles and a simple face brick chimney on northern elevation. The roof has a deep overhang to accommodate the porch on the front façade. The windows on the front façade are timber framed sash windows and fronted by flyscreens, a later addition.

The dwelling has a deep setback to Stapleton Avenue, with minimal landscaping. The front yard is predominantly grassed with few remnant garden plantings. A concrete strip driveway is located along the northern boundary of the site. A contemporary garden shed is located in the backyard.

### 3.2.2 Interior

The internal layout of 10 Stapleton Parade includes a living room, kitchen, two bedrooms, shower, toilet, and external laundry. Internal flooring includes carpet in the living room and one bedroom, while the other bedroom consists of painted timber floorboards. There is linoleum in the kitchen, tiles in the bathroom, and exposed concrete in the laundry. Internal walls and ceiling comprise painted fibro sheeting with a timber picture rail. The walls in the kitchen and shower are partially tiled. Other internal fittings include laminated timber joinery, a face brick fireplace, and contemporary kitchen and bathroom fittings.

### 3.2.3 Condition

The cottage at 10 Stapleton Parade is currently unoccupied. Externally, the building appears to be in a good condition overall with some deteriorated timber elements and mould growth observed on the rear eastern and southern elevations of the building. The timber deck and timber sash window frames are highly weathered.

Internally, the cottage appears to be in fair condition overall with mould and staining observed throughout, although particularly in the living room. The laminated timber joinery in the kitchen and all other contemporary fittings throughout appear in good condition.



### 3.2.4 Photos

The following photos were taken by Extent Heritage on 9 December 2022.

#### Exterior



Figure 32. Front facade of 10 Stapleton Parade.



Figure 33. View to main entrance and front porch.



Figure 34. overview of the rear eastern and southern elevations.



Figure 35. Overview of the rear eastern and northern elevations.



Figure 36. View north to backyard.



Figure 37. View south overlooking the backyard.





Figure 38. View of brick pier foundations.



Figure 39. View from driveway looking west towards Stapleton Parade.

## Interior



Figure 40. Overview of the living room.



Figure 41. Overview of living room.



Figure 42. Overview of living room.



Figure 43. View from hallway to bedrooms.



Figure 44. Overview of the bedroom 1.



Figure 45. Overview of bedroom 1.



Figure 46. Overview of bedroom with painted timber floorboards.

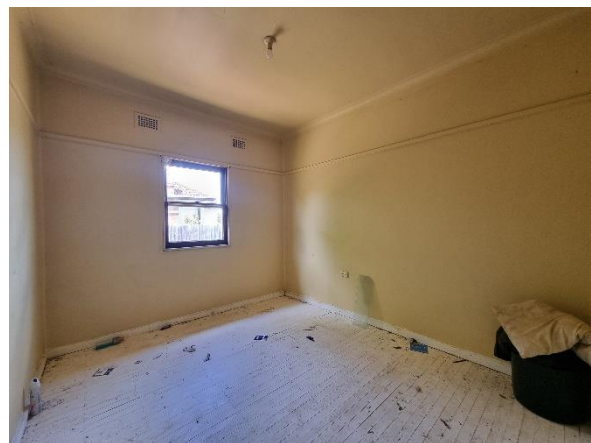


Figure 47. Overview of bedroom with painted timber floorboards.



Figure 48. Overview of the kitchen area.



Figure 49. Overview of the kitchen joinery and fittings.





Figure 50. View from kitchen to bathroom.



Figure 51. Overview of bathroom.



Figure 52. Overview of external laundry



Figure 53. View to entry of external laundry.

### 3.3 No. 11 Stapleton Parade, St Marys

#### 3.3.1 Exterior

The cottage at 11 Stapleton Parade, St Marys is a typical Type T57 single storey, double fronted Post-War cottage designed by the Housing Commission of NSW c.1947. The roof is hipped and clad with decramastic roof tiles and features a simple face brick chimney. The L shaped building has a recessed front porch. The front door features a standard contemporary security screen door. The windows on the front façade are timber framed sash windows, fronted by contemporary flyscreens. All windows are shaded by fixed metal awnings.

The dwelling has a deep setback to Stapleton Avenue and neat front garden that features four circular garden beds with stone edging around mature native and exotic trees. A concrete strip driveway is located along the northern boundary of the allotment.

### 3.3.2 Interior

The interior of 11 Stapleton Parade was not inspected.

### 3.3.3 Condition

The cottage at 11 Stapleton Parade is currently occupied and appears to be in a good condition with no degraded fabric identified. There are some elements that show minor signs of weathering with paint peeling from timber and brick elements.

### 3.3.4 Photos

The following photos were taken on the 9 December 2022.

#### Exterior



Figure 54. View from Stapleton Parade to No.11.



Figure 55. Front façade of 11 Stapleton Parade.

## 3.4 Streetscape and surrounding area

The subject properties at 9, 10 and 11 Stapleton Parade, St Marys consist of three single-storey Post-War cottage built in c.1949. The streetscapes in the immediate vicinity are characterised by low-density residential development with buildings of a similar architectural period, style and scale. The surrounding development is typically single storey, with some double storey additions or later contemporary townhouses infill. Redevelopment in the wider suburb includes lot amalgamations for the redevelopment of medium high-rise residential developments.

In addition to Stapleton Parade, the distinctive subdivision pattern of the St Mary's development is retained along Blair Avenue, Champness Crescent and Glossop, Chapel, Letherbridge and Phillip Streets. The dwellings along these streetscapes retain a consistent setback, built typology and allotment size. The distinct subdivision pattern and streetscape layout featuring central parks is also a key feature of the surrounding streetscape. Public parks in proximity to the subject properties include Bennett Park and Astley Park.

Key views to the subject properties can be obtained from Stapleton Parade and Bennett Park.



### 3.4.1 Photos

The following photos were taken on the 9 December 2022.

#### Streetscape



Figure 56. View west from Stapleton Parade to Bennett Park.



Figure 57. View north along Stapleton Parade.



Figure 58. View east to subject properties.



Figure 59. View north to adjoining cottages along Stapleton Parade.



## Surrounding area



Figure 60. View to 3 Chapel Street, showing similar cottage to 11 Stapleton Parade.



Figure 61. View of housing along Glossop Street.



Figure 62. view of housing along Phillip Street



Figure 63. View to housing along Champness Crescent.



Figure 64. View to housing along Champness Crescent.



Figure 65. View to housing along Champness Crescent.





Figure 66. View to housing along Champness Crescent.



Figure 67. View to housing along Champness Crescent.



Figure 68. View to housing along Blair Avenue



Figure 69. View to housing along Blair Avenue

### 3.5 Analysis of fabric

The subject properties retain a high degree of integrity through the retention of much of their original fabric and form. There are minimal changes to the internal finishes except for the bathroom and kitchen areas which have previously been updated.

## 4. Comparative analysis

### 4.1 Introduction

A comparative analysis has been undertaken to assist in determining the relative value of the subject properties in relation to other similar sites. This is particularly important in the overall assessment of significance, as types or elements of places become increasingly rare.

The subject properties were constructed c. 1949 by the Housing Commission of NSW (Housing Commission) under the Commonwealth State Housing Agreement (CSHA). The CSHA was the outcome of the 1944 Final Report of the Commonwealth Housing Commission (CHC), which set out the findings of an enquiry into the existing housing position and the housing requirements of Australia in the Post-War period. The CSHA saw 'the implementation of a rental housing program funded by the Commonwealth and constructed and administered by the States' (Troy 2009, 20).

In NSW, this was undertaken by the Housing Commission of NSW. While many of the recommendations of the Final report were not realised, several were incorporated into the CSHA, and subsequently into the design and construction of public housing throughout NSW. The Executive Officer of the CHC at the time of the publication of the Final Report was Walter Bunning.

In 1942 Bunning had designed the Duration Cottages at St Mary's for the Commonwealth War Workers Trust. Bunning's design of the Duration Cottages utilised town planning principles influenced by the Radburn model, which incorporated intentional shared open spaces throughout the street alignment and subdivision layout of neighbourhood areas. These principles are evident in the recommendations of the Final Report, and in Housing Commission schemes throughout NSW.

From 1945 to 30 June 1950, the Housing Commission constructed 13,545 permanent housing units, with 5,354 units under construction and an additional 3,399 contracted for but not commenced (Housing Commission of NSW 1950, 1). Much of this construction comprised new 'neighbourhoods' of existing suburbs, usually consisting of between 200 and 2000 dwellings (Department of Housing 2002, 5). The subject properties form part of this process at St Marys.

Bunning oversaw the conversion of St Mary's Munition's Factory to private factory use in the immediate post-war years. He was also employed by St Mary Council as an adviser to their wider town planning scheme. In 1946, Bunning provided a proposed zoning plan and site plan to the Council for the area containing the subject properties.

This method of comparison has concentrated on illustrating how the subject properties compares against other groups of public housing in St Marys and elsewhere in Sydney. First, this section looks at comparable groups of public housing constructed by the Housing Commission in St Marys. It next looks at other areas of public housing in Sydney that have been recognised for their heritage value, or otherwise are notable examples of their type.



## 4.2 Comparable public housing in St Marys

The following areas were developed as part of the larger Housing Commission neighbourhood planning scheme at St Marys, they include:

- Champness Crescent, St Marys
- Blair Avenue and Ross Place, St Marys

This comparative analysis also includes examples of Duration Cottages constructed during the Second World War in St Marys that went on to influence public housing across the state. They include:

- North St Marys Staff Cottages bounded by Forrester Road, Griffiths Street, Maple Road, Viney Street, including Commonwealth Crescent, Liddle Street, St Marys
- Duration Cottages bounded by Camira Street, Charles Hackett Drive, Kaland Avenue, Carinya Avenue, St Marys

Champness Crescent, St Marys	
<b>Address</b>	Champness Crescent, St Marys
<b>Listing</b>	None
<b>Date</b>	c. 1948-1949
<b>History</b>	<p>Champness Crescent was named in honour of Ted Champness, a local fallen Air Force soldier (Nepean Times 1947, 1).</p> <p>Champness Crescent formed part of the area for which Bunning submitted a proposed zoning plan and site plan in 1946. In June 1948 it was reported that a tender had been accepted for the construction of 12 dwellings in Champness Crescent and Lethbridge Street (Nepean Times 1948, 1).</p>
<b>Description</b>	<p>Champness Crescent extends off of Lethbridge Street. Aerial imagery from 1956 depicts every allotment as containing a detached dwellings. Triangular parks are formed at the rear of the residences at the north-east and south-east corners. The triangular parks remain extant, and several allotments are currently vacant.</p> <p>The remaining Post-War cottage comprise single-storey double-fronted dwellings, clad with fibro sheeting and set on brick foundations. The cottages demonstrate a variety of colours. Several allotments demonstrate later infill detached and semi-detached development.</p>

### Champness Crescent, St Marys



Figure 70. Aerial 1956 and current aerial.



Figure 71. Post-War cottages along Champness Crescent.

### Blair Avenue and Ross Place, St Marys

<b>Address</b>	Blair Avenue, St Marys
<b>Listing</b>	None
<b>Date</b>	c. 1949
<b>History</b>	Blair Avenue was named after Alderman Blair, previously Mayor of St Marys Council, and then then Deputy Mayor of Penrith Council.



## Blair Avenue and Ross Place, St Marys

	The residences along Blair Avenue were constructed c. 1949-1951.
<b>Description</b>	<p>Ross Place is a narrow crescent, which intersects Blair Avenue. The irregular spaces between the streets and allotments formed shared open space. The area retains areas of original open space along Ross Avenue. Open space at the south-east end of Blair Avenue has had infill development. Several residences have been demolished, with the allotments currently empty.</p> <p>The remaining Post-War cottages comprise single-storey double-fronted dwellings, clad with fibro sheeting and set on brick foundations. The cottages demonstrate a variety of colours. Several allotments demonstrate later infill detached and semi-detached development.</p>

## Images



Figure 72. Aerial image of Blair Avenue and Ross Place 1956, and current aerial.

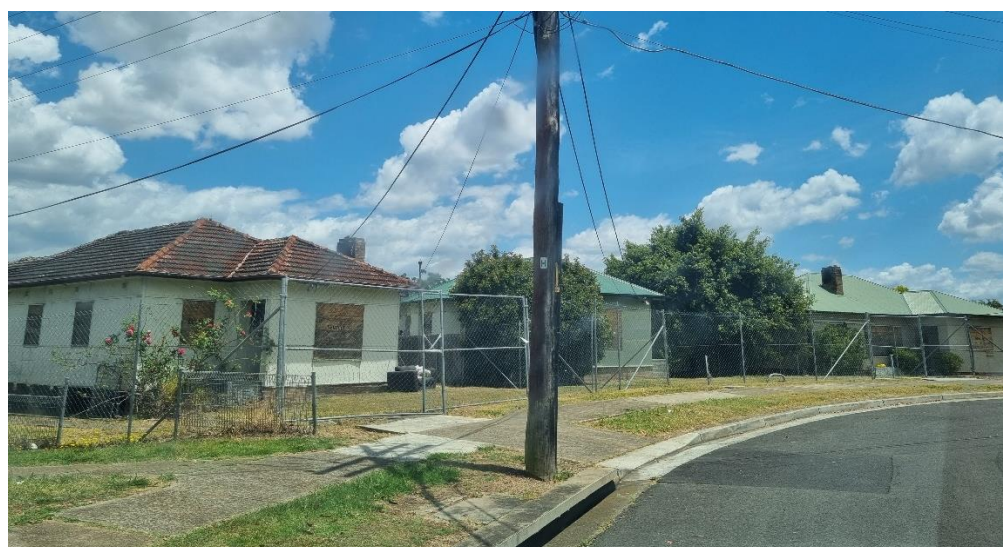


Figure 73. Post-War cottages along Blair Avenue.

### North St Marys Staff Cottages

<b>Address</b>	Forrester Road, Griffiths Street, Maple Road, Viney Street, including Commonwealth Crescent, Liddle Street and associated parks
<b>Date</b>	1942-1943
<b>Listing</b>	<i>Penrith Local Environmental Plan 2010</i> North St Marys Staff Cottages Conservation Area – HCA4
<b>History</b>	<p>The St Marys Duration Cottages form part of nearly 1,000 houses built adjacent to the various munitions factories across NSW in 1942-1943. The houses were built by the NSW Housing Commission on behalf of the Commonwealth War Workers Trust. They were known as 'duration cottages' as the accommodation was only available for the duration of their employment.</p> <p>The Commonwealth War Workers Trust employed architect Walter Ralston Bunning to design the duration cottages. The development was based on the North American Radburn model.</p> <p>The North St Marys Staff Cottages were intended for the security officers rather than the factory workers. A larger group of temporary duration cottages were built south of the railway line to house the factory staff.</p>
<b>Description</b>	<p>The North St Marys Staff Cottages comprise a grouping of model workers housing. The housing can be separated into three groups. Two of the groups, originally comprising of 12 houses each, are laid out in parallel rows. The rear boundaries of the allotments front onto central rectangular parks. The third group is laid out around a semi-circular park.</p> <p>A variety of house forms was built, with the same palette of materials. Each residence had a brick chimney, a hipped corrugated iron roof, and weatherboard (timber) dado to sill height, above which was asbestos sheeting. The gable was clad with weatherboard, and the porch screened with simple uprights (two of which survive).</p> <p>Additional brick dwellings have been added to the group. Small scale modifications have been undertaken by the individual homeowners. The original layout of the group, and the relationship to the central parks, remain evident.</p>



## North St Marys Staff Cottages



### Images

Figure 74. North St Marys Staff Cottages, 1947 (Source: Historic Imagery Viewer).



Figure 75. North St Marys Staff Cottages, 2020 (Source: Historic Imagery Viewer).

## North St Marys Staff Cottages



Figure 76. North St Mary Duration Cottages (Source: Google Streetview 2021).

## Duration Cottages St Marys

<b>Address</b>	Block bounded by Camira Street, Charles Hackett Drive, Kaland Avenue, Carinya Avenue
<b>Listing</b>	<p>None</p> <p>The Duration Cottages in St Marys were the subject of a heritage assessment by City Plan in 2022. It was found that the Duration Cottages do not reflect characteristics and sufficient significance to warrant their listing as heritage items nor the establishment of a Heritage Conservation Area for the precinct.</p>
<b>Date</b>	1942-1943
<b>History</b>	<p>The St Marys Duration Cottages form part of nearly 1,000 houses built adjacent to the various munitions factories across NSW in 1942-1943. The houses were built by the NSW Housing Commission on behalf of the Commonwealth War Workers Trust. They were known as 'duration cottages' as the accommodation was only available for the duration of their employment.</p> <p>The Commonwealth War Workers Trust employed architect Walter Ralston Bunning to design the duration cottages. The development was based on the North American Radburn model.</p> <p>The St Mary's Duration Cottages comprised a group of 200 cottages built to house factory workers. A second, smaller group of Duration Cottages were constructed in North St Mary's to house security workers of the factory.</p>
<b>Description</b>	<p>The street alignment is centred around a large original park.</p> <p>The Duration Cottages comprise detached fibro cottages. They had a typical layout of two bedrooms, open kitchen, dining area, and living area connected to front entry porch. The cottages present a symmetrical façade with gabled wing, and an extended wing with front facing forward porch. The roofs are generally clad with galvanised corrugated sheeting. Some roofs have been modified and replaced with terracotta Marseilles tiles.</p>



## Duration Cottages St Marys



Figure 77. Aerial image from 1947 and current aerial (Source: Historic Imagery Viewer).

## Images



Figure 78. Duration cottages along Araleun Avenue (Source: Google Streetview 2019).

## 4.3 Public housing groups elsewhere in Sydney

Comparable examples of public housing group else in Sydney include Daceyville and Orphan Creek School, Canley Vale.



Daceyville	
<b>Address</b>	Daceyville
<b>Listing</b>	<i>Bayside Local Environmental Plan 2021</i> Daceyville Garden Suburb Heritage Conservation Area – C1
<b>Date</b>	1912-1924
<b>Architect</b>	Various, including John Sulman, J F Hennessey, W H Foggitt
<b>History</b>	<p>The suburb was facilitated by legislation passed by the local State member and New South Wales Treasurer John Rowland Dacey in 1911. The Housing Act was passed on 24 April 1912, and the Housing Board of New South Wales was established to oversee the works.</p> <p>The suburb of Daceyville was to act as a model suburb to set a standard for future construction. The design utilised the ideals of the British Garden City movement, and was originally given the name Dacey Garden Suburb. The original design was to include a maternity hospital, three schools, a technical college, a School of Arts, four churches and over forty shops, alongside 1,473 cottages.</p> <p>The initial plan of 1912 was designed by the NSW Department of Public Works and James Daniel Fitzgerald. The second plan, of August 1912, was designed by John Sulman in association with J.F. Hennessey and Fitzgerald. The third and final plan, of 1915-1917) was designed by Government Architect W. H. Foggitt. By 1920, only 315 of the planned 1,473 cottages, and some of the public buildings, had been built. Work ceased by 1924.</p>
<b>Description</b>	<p>The original houses are defined by their Arts and Craft form and detailing. The original houses were built to a template that adapted the principles of the English Arts and Craft style to the Australian climate. They demonstrate resemblance to the designs of Edwin Lutyens in English Garden Cities such as the Hampstead Garden Suburb of 1906. The original plan incorporated a variety of housing types – detached, semi-detached and multi-unit. The original plan included generous back gardens, or otherwise fronted the dwellings onto a common garden area at the centre of the street block.</p> <p>The area also contains later infill Housing Commission developments.</p>



An aerial photograph of a suburban residential neighborhood. The area is characterized by a grid-like street pattern with numerous houses featuring red-tiled roofs. A large, irregular green space, possibly a park or undeveloped land, is located in the upper central part of the image. To the right, a major road with multiple lanes runs vertically, with a large commercial or industrial building complex situated along its side. The overall scene depicts a typical suburban development with a mix of residential housing and green space.

Figure 80. Current aerial image of Daceyville (Source: Historic Imagery Viewer).

### Orphan School Creek, Canley Vale

<b>Address</b>	Freeman Avenue, Canley Vale
<b>Listing</b>	None
<b>Date</b>	c. 1947
<b>History</b>	The plan for the Orphan School Creek Housing Scheme was published in the Annual Report of the NSW Housing Commission 1946. It is the first neighbourhood plan to be described in an Annual Report. The dwellings were constructed by 1947.
<b>Description</b>	Freeman Avenue is located between two branches of Orphan School Creek, with the majority of the dwellings backing onto the banks of the creek. The estate included areas for cultivation, recreation reserves and sport grounds. Multiple allotments have since been redeveloped; however, the area retains a significant number of the Post-War cottages. The areas identified as for cultivation have been retained as open space. The area also retains the sporting grounds depicted in the original scheme.

### Images

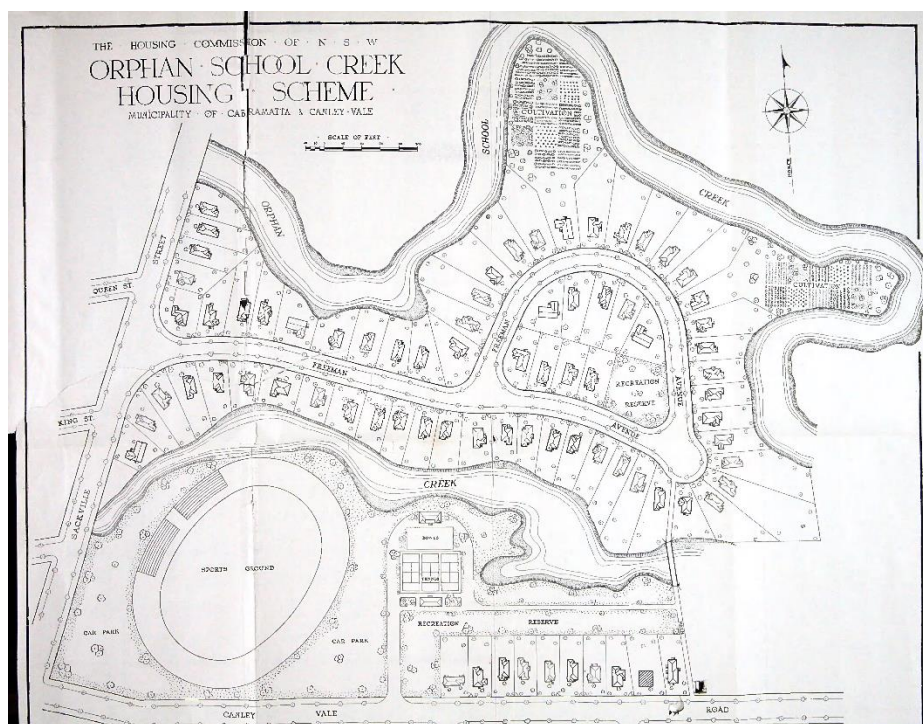


Figure 81. Orphan School Creek Housing Scheme (Source: Housing Commission of NSW 1946, 8-9).



Orphan School Creek, Canley Vale



Figure 82. Current aerial image of Freeman Avenue, Canley Vale (Source: Historic Imagery Viewer).



Figure 83. Post-War cottages along Freeman Avenue (Source: Google Streetview 2021).

## 4.4 Conclusion

This section has looked at groups of public housing in St Marys and throughout Sydney to assist in determining the relative significance of the subject properties at Stapleton Parade.

The subject properties formed part of the widespread neighbourhood construction undertaken by the Housing Commission in the Post-War period. The construction of these neighbourhoods followed established planning principles around street alignments, subdivision layouts and the provision of communal open spaces. These principles were trialled and established in the early twentieth century and during World War II. Daceyville is of heritage significance as the first planned public housing suburb in NSW, demonstrating the implementation of Garden City ideals. The North St Marys Cottages are of heritage significance as demonstrating the use of the Radburn model, which went on to influence Post-War Housing Commission developments through NSW. The St Marys Duration Cottages, though not assessed to be of heritage significance, were constructed to the same model as the North St Marys Staff Cottages. The subject properties are demonstrative of the widespread implementation of neighbourhood planning undertaken by the Housing Commission in the Post-War period. However, they are not early examples, nor do they demonstrate any particular innovation to public housing.

The subject properties at Stapleton Parade are similar to much housing stock constructed by the Housing Commission in the Post-War period throughout NSW. The standard dwelling form and subdivision layout of the subject properties is reflected in nearby streetscapes in Champness Crescent, Blair Avenue and Ross Place. The Orphan School Creek Housing Scheme at Canley Vale similarly demonstrates the use of standard dwelling forms, street alignment and distinctive open spaces, and is the first known example of Post-War Housing Commission neighbourhood planning.

As a group of three cottages, the subject properties do not in themselves demonstrate the wider town planning principles utilised by the Housing Commission. The Housing Commission utilised pre-fabrication to enable cost and time effective construction. The cottages are of a standard typology, widely employed across St Marys and Sydney. They form a very small part of a wider neighbourhood plan, and do not accurately capture or conserve the distinct subdivision pattern and streetscape layout that characterises Housing Commission developments. The examples of Daceyville and North St Marys Staff Cottages outlined above are better representative examples of broader town planning principles that holistically retain intact streetscapes and subdivision patterns.

## 5. Assessment of heritage significance

### 5.1 Introduction

The basis of this assessment follows the methodology and terminology of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance* and the NSW Heritage Manual. Cultural significance is defined in the Burra Charter, published by Australia ICOMOS (2013), as:

Aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups.

The NSW Heritage Manual was developed by the (predecessors of) Heritage NSW to provide the basis for an assessment of heritage significance of an item or place. This is achieved by evaluating the place or items significance in reference to specific criteria, which can be applied at a national, state, or local level (Heritage Office 2001). The *NSW Assessing Heritage Significance* details these specific criteria are quoted below (Heritage Office 2001, 9). The significance of the subject properties is assessed against the criteria below and a Statement of Cultural Significance has been developed from an understanding of the historical development and an analysis of the physical fabric of the site.

The concept of 'cultural significance' embraces the values of places or items to the community, which cannot be expressed in financial terms alone. An assessment of cultural significance strives to establish why a place or item is considered important and valued by the community. Significance, therefore, is embodied in the fabric of the place, including the setting, the records associated with the place and the response that the place evokes in the community.

#### 5.1.1 Assessment criteria

The NSW heritage assessment criteria was developed by the (predecessors of) Heritage NSW to provide the basis for an assessment of heritage significance of an item or place. This is achieved by evaluating the place's or item's significance in reference to eight criteria, which can be applied at a State or local level. They are outlined below.

**Criterion (a)** An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);

**Criterion (b)** An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

**Criterion (c)** An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);

**Criterion (d)** An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;



**Criterion (e)** An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);

**Criterion (f)** An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);

**Criterion (g)** An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments. (or a class of the local area's cultural or natural places; or cultural or natural environments.)

## 5.2 No. 9, 10 & 11 Stapleton Avenue, St Marys

### 5.2.1 Assessment of significance

**Criterion (a)** An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area);

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>shows evidence of a significant human activity</li> <li>is associated with a significant activity or historical phase</li> <li>maintains or shows the continuity of a historical process or activity</li> </ul>	<ul style="list-style-type: none"> <li>has incidental or unsubstantiated connections with historically important activities or processes</li> <li>provides evidence of activities or processes that are of dubious historical importance</li> <li>has been so altered that it can no longer provide evidence of a particular association</li> </ul>

#### **Extent Heritage assessment:**

The cottages at 9,10 and 11 Stapleton Parade, St Marys have a low degree of historical significance as Post-War cottages designed and built by the Housing Commission of NSW. The group is associated with the residential development of St Marys as part of wider Housing Commission construction in this period. Historically, this development was reflective of the broader developments in policy and design for the provision of social housing, which responded to the acute housing shortage experienced in the Post-War period. While the group of cottages are historically linked to the development of public housing in St Marys, the historic significance is not sufficient to reach the threshold for individual heritage listing under this criterion.

The cottages do not meet the threshold for listing under this criterion.

**Criterion (b)** An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>shows evidence of a significant human occupation</li> <li>is associated with a significant event, person, or group of persons</li> </ul>	<ul style="list-style-type: none"> <li>has incidental or unsubstantiated connections with historically important people or events</li> <li>provides evidence of people or events that are of dubious historical importance</li> <li>has been so altered that it can no longer provide evidence of a particular association</li> </ul>

**Criterion (b) An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area);**

**Extent Heritage assessment:**

The cottages are historically associated with the Housing Commission of NSW. The group forms part of the housing project at St Marys designed by Ian Wentworth Jefferson, Chief Architect for the Housing Commission, Senior Designing Architect of the Housing Commission, Harold R. W. Orr. The St Mary's project was influenced by architect and planner Walter R Bunning, who acted as an adviser to St Mary Council.

While the group has some historical association with the operation and functions of the Housing Commission, and particular individuals, the historical association is not sufficient to reach the threshold for heritage listing under this criterion.

The cottages do not meet the threshold for listing under this criterion.

**Criterion (c) An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area);**

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>shows or is associated with, creative or technical innovation or achievement</li> <li>is the inspiration for a creative or technical innovation or achievement</li> <li>is aesthetically distinctive</li> <li>has landmark qualities</li> <li>exemplifies a particular taste, style or technology</li> </ul>	<ul style="list-style-type: none"> <li>is not a major work by an important designer or artist</li> <li>has lost its design or technical integrity</li> <li>its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded</li> <li>has only a loose association with a creative or technical achievement</li> </ul>

**Extent Heritage assessment:**

The cottages at 9, 10 and 11 Stapleton Parade, St Marys have a limited ability to demonstrate aesthetic significance as a group of Post-War prefabricated cottages. The group consists of three standard housing designs prepared by the Housing Commission of NSW in c.1946. The groups architectural character is vernacular in nature with simple massing and minimal detailing. The standard designs employed utilized economical materials and a functional design to address the housing shortage in the Post-War period. Their construction does not demonstrate a high degree of creative or technical achievement.

The cottages do not meet the threshold for listing under this criterion.

**Criterion (d) An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;**

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>is important for its associations with an identifiable group</li> <li>is important to a community's sense of place</li> </ul>	<ul style="list-style-type: none"> <li>is only important to the community for amenity reasons</li> <li>is retained only in preference to a proposed alternative</li> </ul>

**Criterion (d) An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons;**

**Extent Heritage assessment:**

The cottages at 9, 10 and 11 Stapleton Parade may hold some social significance to local community due to its historical and contemporary use as social housing. However, no detailed social values assessment with key stakeholders has been undertaken to adequately assess against this criterion.

**Criterion (e) An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area);**

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>has the potential to yield new or further substantial scientific and/or archaeological information</li> <li>is an important benchmark or reference site or type</li> <li>provides evidence of past human cultures that is unavailable elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>the knowledge gained would be irrelevant to research on science, human history or culture</li> <li>has little archaeological or research potential</li> <li>only contains information that is readily available from other resources or archaeological sites</li> </ul>

**Extent Heritage assessment:**

The cottages at 9, 10 and 11 Stapleton Parade, St Marys are prefabricated timber cottages from the Post-War period. Construction materials and methods from these periods are well understood. It is unlikely that the group would yield any new construction or technical information not already documented in extant buildings and archival materials such as architectural plans.

The cottages do not meet the threshold for listing under this criterion.

**Criterion (f) An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);**

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>provides evidence of a defunct custom, way of life or process</li> <li>demonstrates a process, custom or other human activity that is in danger of being lost • shows unusually accurate evidence of a significant human activity</li> <li>is the only example of its type</li> <li>demonstrates designs or techniques of exceptional interest</li> <li>shows rare evidence of a significant human activity important to a community</li> </ul>	<ul style="list-style-type: none"> <li>is not rare</li> <li>is numerous but under threat</li> </ul>

**Extent Heritage assessment:**



**Criterion (f) An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area);**

The cottages at 9, 10 and 11 Stapleton Parade, St Marys do not demonstrate a degree of rarity in terms of design or construction technique. Further, the group forms a small part of the houses built in St Marys by the Housing Commission, the subject properties are not a rare example of social housing.

The item does not meet the threshold for listing under this criterion.

**Criterion (g) An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments. (or a class of the local area's cultural or natural places; or cultural or natural environments.)**

Reasons for inclusion	Reasons for exclusion
<ul style="list-style-type: none"> <li>is a fine example of its type</li> <li>has the principal characteristics of an important class or group of items</li> <li>has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity</li> <li>is a significant variation to a class of items</li> <li>is part of a group which collectively illustrates a representative type</li> <li>is outstanding because of its setting, condition or size</li> <li>is outstanding because of its integrity or the esteem in which it is held</li> </ul>	<ul style="list-style-type: none"> <li>is a poor example of its type</li> <li>does not include or has lost the range of characteristics of a type</li> <li>does not represent well the characteristics that make up a significant variation of a type</li> </ul>

**Extent Heritage assessment:**

The cottages at 9,10 and 11 Stapleton Parade, St Marys demonstrate a degree of representative qualities as a standard Post-War cottage designed by the Housing Commission of NSW, in c.1946. While the group retains key aspects of its original form and detailing, the group represents a standardised response by the Housing Commission. Although the group is a good example of the economical materials used and functional design employed by the Housing Commission in the Post-War period, the cottages are not sufficient to reach the threshold for heritage listing under this criterion.

As a group of three cottages, the subject properties are not representative of the wider town planning principles utilised by the Housing Commission. They form a very small part of a wider neighbourhood plan, and do not accurately capture or conserve the distinct subdivision pattern and streetscape layout characterised by the surrounding streetscape.

The cottages do not meet the threshold for listing under this criterion.

## 5.2.2 Statement of significance

The cottages at 9,10 and 11 Stapleton Parade, St Mary's, demonstrate a low degree of historical significance as Post-War cottages designed and built c.1949 by the Housing Commission of NSW. The cottages reflect the broader developments in policy and design for the provision of social housing in the Post-War period, but do not hold sufficient historical significance to reach the threshold for individual or group heritage listing under this criterion. The cottages were built to standard cottage designs used by the Housing Commission of NSW from the late 1940s,

utilising economical materials and a functional design to enable the mass production of social housing. There are numerous other existing examples of this typology in the surrounding suburbs of St Marys, within both public and private ownership and the cottages are not rare in the locality.

Collectively, the group of cottages has a limited ability to demonstrate aesthetic value as a group of Post-War prefabricated cottages and it does not demonstrate a degree of rarity in terms of design or construction technique. As an isolated component of the broader street alignment and subdivision pattern, the group of cottages in themselves have limited ability to demonstrate representative qualities of the town planning principles utilised by the Housing Commission. The group is unlikely to yield any new construction or technical information not already documented in extant buildings and archival materials such as architectural plans. Although the group has some historical association with the operation and functions of the Housing Commission, the historical association is not sufficient to reach the threshold for heritage listing.

The cottages at 9, 10 and 11 Stapleton Parade, St Marys do not meet the threshold for heritage listing at the state or local level under the NSW heritage criteria.

### 5.3 Discussion of previous reports

The Statement of Significance provided in Part 5.2.2 of this report concludes that the subject properties have a low degree of historical, associative, and representative values. However, they do not meet the threshold for heritage listing at the state or local level under the NSW heritage criteria.

This section contains a detailed discussion that builds on the findings of the heritage assessment and its relevance to existing strategic planning documents that have identified the subject properties as being of potential heritage significance. This includes the draft St Marys Structure Plan and the Glossop Street Precinct Urban Design Study.

The Draft St Marys Structure Plan notes that the subject sites require investigation for their potential connection to the North St Marys Defence Redburn Estate, stating that the sites are included in a DoCoMoMo report. The Glossop Street Precinct Urban Design Study considers the properties a potential heritage retention area for their conservation of a representative example of Post-War public housing.

#### 5.3.1 Draft St Marys Town Centre Structure Plan

The Draft St Marys Town Centre Structure Plan, dated August 2022, notes the subject properties as potential heritage items for their possible connection to the North St Marys Defence Redburn Estate. However, historical research has shown the subject properties do not form part of the North St Marys Defence Redburn Estates. The cottages associated with the North St Marys Defence Redburn Estate are known as 'Duration Cottages' and were constructed during the Second World War. Duration Cottages built in North St Marys were built specifically to house workers of the munitions factory in the early 1940s. They were based on a town plan designed by Walter Ralston Bunning for the Commonwealth War Workers Trust. The

development was based on the North American Radburn model which integrated private space with open land.

The Duration Cottages in North St Marys are included on the DoCoMoMo Australia Buildings Register map and listed as a HCA on Schedule 5 of the Penrith LEP 2010. The report on the 'Permanent Duration Cottages' prepared by DoCoMoMo (Appendix A of this report) relates to a group of cottages located within the block bounded by Forrester Road, Griffiths, Maple and Viney Streets, St Marys. The DoCoMoMo report does not include any reference to the subject properties at Stapleton Parade, St Marys, and the subject sites do not share a common history with the cottages that are the subject of the DoCoMoMo report.

### 5.3.2 Glossop Street Precinct Urban Design Study

The subject sites have been identified in the Glossop Street Precinct Urban Design Study as a potential heritage retention area for its conservation of a representative group of social housing, subject to further research. The detailed assessment undertaken in this report has determined the cottages do not meet threshold for listing under Criterion G (representative significance) of the NSW Standard Criteria for the assessment of heritage significance, or under any of the other criteria.

The cottages share similarities in their built form, scale, and setback, to other social housing development in the St Marys Area, the subject properties do not, individually or as a group, demonstrate the wider town planning principles utilised by the Housing Commission. The Housing Commission utilised pre-fabrication to enable cost and time effective construction. The cottages are of a standard typology, widely employed across St Marys and Sydney. They form a very small part of a wider neighbourhood plan, and do not accurately capture or conserve the distinct subdivision pattern and streetscape layout that characterises Housing Commission developments.



## 6. Conclusion

The subject properties at 9, 10 and 11 Stapleton Parade, St Marys, are a group of cottages designed and built c.1949 by the Housing Commission of NSW. They comprise of a group built to standard cottage designs used by the Housing Commission of NSW in the post-war period, utilising economical materials and a functional design to enable the mass production of public housing. This report contains a detailed history of the development of St Marys in the post-war period, an analysis of the physical fabric and a comparative analysis against other examples of social housing in St Marys and wider Sydney region.

A comprehensive assessment of significance of the subject properties against the NSW heritage criteria for assessing the significance of heritage places, in accordance with the relevant guidelines, has been undertaken, informed by detailed historical research, an analysis of their physical condition and comparative analysis. The assessment has determined the subject properties do not meet the threshold for heritage listing at a state or local level under the NSW heritage criteria.

The following Statement of Significance for the group provides a summary of the assessment:

The cottages at 9,10 and 11 Stapleton Parade, St Mary's, demonstrate a low degree of historical significance as Post-War cottages designed and built c.1949 by the Housing Commission of NSW. The cottages reflect the broader developments in policy and design for the provision of social housing in the Post-War period, but do not hold sufficient historical significance to reach the threshold for individual or group heritage listing under this criterion. The cottages were built to standard cottage designs used by the Housing Commission of NSW from the late 1940s, utilising economical materials and a functional design to enable the mass production of social housing. There are numerous other existing examples of this typology in the surrounding suburbs of St Marys, within both public and private ownership and the cottages are not rare in the locality.

Collectively, the group of cottages has a limited ability to demonstrate aesthetic value as a group of Post-War prefabricated cottages and it does not demonstrate a degree of rarity in terms of design or construction technique. As an isolated component of the broader street alignment and subdivision pattern, the group of cottages in themselves have limited ability to demonstrate representative qualities of the town planning principles utilised by the Housing Commission. The group is unlikely to yield any new construction or technical information not already documented in extant buildings and archival materials such as architectural plans. Although the group has some historical association with the operation and functions of the Housing Commission, the historical association is not sufficient to reach the threshold for heritage listing.

The cottages at 9, 10 and 11 Stapleton Parade, St Marys do not meet the threshold for heritage listing at the state or local level under the NSW heritage criteria.

Detailed investigation into the history and significance of the subject properties has shown that, contrary to the St Marys Town Centre Structure Plan, the cottages at 9,10 and 11 Stapleton Parade, St Marys have no connection to the Duration Cottages in North St Marys and are not noted or referenced in the DoCoMoMo report on 'Permanent Duration Cottages'. The

assessment in this report has determined the subject properties do not meet the threshold for heritage listing at a state or local level under the NSW heritage criteria. Accordingly, the group of cottages does not warrant listing as a heritage item (either individually or a group) or further consideration as a potential heritage retention area.

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## Appendix A. DoCoMoMo Report ‘Permanent Duration Cottages’ 2003



do \_ co \_ mo \_ mo \_

**New International Selection**  
**Full Documentation Fiche 2003**

**for office use only**

**composed by national/regional working party of:      Australia**

International working party for  
**documentation and conservation**  
of buildings, sites and neighbourhoods of the  
**modern movement**

**0. Picture of building/ group of buildings/ urban scheme/ landscape/ garden**



depicted item:      Duration Cottages (Permanent) at St Marys, view taken from one of the two the  
shared parks  
source:      Scott Robertson

do \_ co \_ mo \_ mo \_

**ISC/R members update 2003**

**for office use only**

International working party for  
**documentation and conservation**  
of buildings, sites and neighbourhoods of the  
**modern movement**

## 1. Identity of building/ group of buildings/ group of buildings/ landscape/ garden

### (a) Data for identification

current name:	DURATION COTTAGES (PERMANENT)
former/original/variant name:	PEACE OFFICERS QUARTERS STAFF COTTAGES
number(s) and name(s) of street(s):	Block bounded by Forrester Road, Griffiths, Maple and Viney Streets including Commonwealth Crescent, Liddle Street and the associated parks.
Town/ suburb	St Mary's
province/state:	NSW
post code:	2760
block or lot (if known)	
country	Australia
national topographical grid reference:	
current typology:	Housing
former/original/variant typology:	Housing
comments on typology:	Model workers housing based on the Radburn model

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## 1.2 Status of protection

protected by: state/province/town/record only

Register of the National Estate	No
RAIA National Register	Not Listed
RAIA Register of Twentieth Century Buildings of Significance	Not Listed
National Trust Register	No
State Heritage Register/Inventory	SHI only
LEP	Conservation Area
Grade (ie level of protection)	Local, state proposed
Archival Recording exists?	No
Date:	N/a
valid for: whole area/parts of area/building	Conservation Area which includes the parks.

## 1.3 Visually or functionally related building(s)/site(s)

name(s) of surrounding area/building(s):	Former St Mary's Munitions Factory (now partly ADI and partly the Dunheved Industrial Estate)
visual relations	The housing is located across the road and railway line from the Munitions Factory grounds.
functional relations	The housing was intended for security working at the Munitions Factory
other relations:	This is the smaller of two groups of duration cottages built adjacent to the St Mary's munitions factory.

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## 2. History of building(s) etc.

### 2.1 Chronology

*Note if the dates are exactly known (e) or approximately estimated = circa (c) or (±)*

commission or competition date:	c. 1942
design period(s):	1942
start of site work:	1942-43
completion/inauguration:	1942-43

### 2.2 Summary of development

commission brief:	The second, smaller group of duration cottages built at St Marys
design brief:	Not located
building/construction:	By the NSW Housing Commission on behalf of the Commonwealth War Workers Trust
completed situation:	Adjacent to the St Mary's Munitions Filling Factory
original situation or character of site:	Green fields site

### 2.3 Relevant persons/organisations

original owner(s)/patron(s):	Commonwealth Housing Commission
architect(s):	Walter Bunning
design architect:	Walter Bunning
landscape/garden designer(s):	Walter Bunning
other designer(s):	Unknown
consulting engineer(s):	Unknown
building contractor(s):	Unknown

### 2.4 Other persons or events associated with the building(s)/site

name(s):	None located
association:	
event(s):	
period:	

### 2.5 Summary of important changes after completion

type of change: alteration/renovation/restoration/extension/other:	Additional brick dwellings have been added to the group. Small-scale modifications have been undertaken by the individual homeowners.
date(s):	Unknown.
circumstances/ reasons for change	Sale of property by commonwealth government has resulted in a series of changes.
effects of changes:	The intended layout of the group, and the relationship to the central parks remains evident.
persons/organisations involved:	Individual owners

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### 3. Description of building(s) etc.

#### 3.1 Site/building character

The 32 permanent duration cottages are more substantial than the larger group of 200 temporary duration cottages built south of the railway line at St Marys, and the examples of Duration Cottages that survive at Lithgow and Bathurst. Nearly 1,000 houses were built adjacent to the various munitions factories across NSW in 1942-43. These permanent duration cottages were intended for the security officers rather than factory staff. These cottages were known as duration cottages as the accommodation only available, for the duration of their employment, to those employed in the war effort at the nearby munitions plants.

There are three groups of houses within the subdivision, two larger groups, each of 12 houses fronting a central park. The third smaller group, fronts the semi-circular park at the western end of the subdivision. Mature trees on the site appear to have been retained in the two central parks. The layout of the vegetation is largely as shown on the plans and perspectives published in Bunning's 1944 report recommending post war housing models.

As is shown on the published plans a variety of house forms were built, although the palette of materials was the same. Each residence had a brick chimney, a hipped corrugated iron roof, a weatherboard (timber) dado, to sill height above which was asbestos sheeting. The triangular gable was likewise clad with weatherboards, rather than with asbestos sheeting. This detail would have been designed to avoid wastage of materials. The porch were screened with simple uprights, two configurations of which survive. Today the houses largely open directly onto the shared parkland in the centre.

The interiors of the houses have not been inspected, however the Penrith Heritage Advisor noted that the houses originally contained compact built in kitchens.



### 3.2 Current use

of whole building/site:	Private housing
of principal components ( <i>if applicable</i> ):	As above
comments:	The site is no longer staff housing controlled by an institution, but has been sold as individual dwellings.

### 3.3 Present (physical) condition

of whole building/site:	Good
of principal components ( <i>if applicable</i> ):	As per above
of other elements ( <i>if applicable</i> ):	The central parks remain largely in their original condition.
of surrounding area ( <i>if applicable</i> ):	Part of the adjacent munitions factory survives.
comments:	This appears to be the most elaborately laid out of the Duration Cottages in NSW

### 3.4 Note(s) on context, indicating potential developments

*Indicate, if known, potential developments relevant for the conservation/threats of the building/site*

The buildings, which are of a small scale, are under threat from inappropriate additions, fencing and garages. The original joinery including the built in kitchens, some of which survives is particularly vulnerable.

The heritage advisor has copies of the original drawings that show the type of fences and garages originally intended, which will be used to help guide future proposals. A detailed Development Control Plan would be beneficial in developing an understanding of this rare group of wartime housing.

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## 4. Evaluation

<b><i>Intrinsic value</i></b>
<b>4.1 technical evaluation:</b>
<p>The detailing and choice of materials used to construct the duration cottages shows the use of materials that were both easy to construct: asbestos sheeting and weatherboarding and hipped roofs, the same type of construction used for RAAF bases in NSW during the war.</p> <p>The layout of these houses shows Bunning's concern in planning compact dwellings, foreshadowing the post war suburban house with its range of labour-saving electrical appliances.</p>
<b>4.2 social evaluation:</b>
<p>Designed by the prominent architect, town planner and architectural writer, Walter Ralston Bunning, the layout of the subdivision for the permanent duration cottages at St Marys is prototype of his vision of suburban housing for post war Australia. Bunning's concern with the provision of open space can be seen in the parks laid out in both of the surviving groups of duration cottages built for the St Mary's Munitions Factory. The layout is also significant in that it was not widely adopted as the car was relegated to the back service lane, the 'close' model was adopted in preference, a street layout that can be seen throughout the post war suburbs of Sydney.</p>
<b>4.3. cultural and aesthetic evaluation</b>
<p>Based on the Radburn layout, Bunning's Cul-de-Sac Park layout, shows the influence of housing developments in the 1930s in both North America and Scandinavia. Bunning had traveled widely in the northern hemisphere, studying modern architecture and town planning.</p>
<b><i>Comparative significance</i></b>
<b>4.4 canonical status (local, national, international)</b>
<p>The housing at St Mary's remains a rare example of the use of a suburban housing based on the Radburn Model and may also be based on Scandinavian models. The model layout, termed the cul-de-sac park subdivision, was included by its designer, Walter Bunning in his recommendations to the Commonwealth Government on the housing requirements of Australia in the post-war period.</p>
<b>4.5 historic and reference values:</b>
<p>The Permanent Duration Cottages are significant as examples of the 920 homes and 5 hostels erected adjacent to the munitions factories in NSW during 1942 and 1943, of which the largest concentration of dwellings was located adjacent to the St Marys Munitions Filling factory.</p>

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## 5. Documentation

### 5.1 archives/written records/correspondence etc. (state location/ address):

Conservation Plan prepared?	No
Listing & files Australian Heritage Commission	No
Listing & Files National Trust	No
RAIA	No

### 5.2 principal publications (in chronological order):

Bunning, Walter Ralston, Commonwealth Housing Commission Final Report, Australian Department of Post War Reconstruction, 1944

Bunning, Walter Ralston, Homes in the Sun, 1945

Proudfoot, Helen, *Exploring Sydney's West*, Kangaroo Press, Sydney, 1987

Penrith City Library, ADI St. Mary's Oral History Project which contains 40 interviews with former workers at the St Mary's Munitions Factory. 338.4767 ADI/1

Robertson, Scott, *Seeking AWOL wartime heritage*, in the NSW Heritage Office Newsletter, Autumn 2005

### 5.3 visual material (state location/ address)

original visual records/photographs/others:	No original photographs have been located
Original drawings	Aerial View (ie perspective) and a plan of the group was published in the final report of the Commonwealth Housing Commission 1944
recent photographs and survey drawings:	Penrith LGA Heritage Study Inventory. The Heritage Study is currently being updated.
film/video/other sources:	Unknown
website	N/a

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#### 5.4 list documents included in supplementary dossier

Robertson, Scott, *Seeking AWOL wartime heritage*, in the NSW Heritage Office Newsletter, Autumn 2005

Extracts from the Commonwealth Housing Commission Final Report, Australian Department of Post War Reconstruction, 1944

Bibliographical Information, Walter Bunning supplied by the RAI

#### 6. Fiche report

name of reporter:	Noni Boyd
Information provided by	
address	GPO Box 1334, Sydney, NSW 2001 Australia
telephone:	+61 412 737 921
fax	Not applicable
e-mail:	noni_jd@hotmail.com
date of report	June 2005

#### examination by DOCOMOMO national/regional section

approval by wp co-ordinator/registers correspondent (name):

sign and date:

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#### examination by DOCOMOMO ISC/R

name of ISC member in charge of the evaluation:

comment(s):

sign and date:

ISC/R approval:

date:

wp/ref. no.:

NAI ref. no.:

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## WALTER RALSTON BUNNING 1912-1977

Walter Ralston Bunning was born in Brisbane, Queensland in 1912 and was educated at Slade School, Warwick. He initially studied Art in Sydney at the East Sydney Technical College but soon transferred to architecture, which he studied part time at Sydney Technical Institute (SIT). Walter worked for Carlyle Greenwell and then for Stephenson and Meldrum, later Stephen son and Turner, attending lectures in the evenings. Interestingly he did not undertake the degree course offered at Sydney University by Professor Leslie Wilkinson but the more technical course offered by the SIT. Stephenson and Turner pioneered modernism in Australia and the firm is particularly well known for their modern hospitals in Sydney and in Melbourne. Gloucester House at the Royal Prince Alfred Hospital in Sydney was completed in 1932, during which time Bunning was still a student. Arthur Stephenson had travelled overseas to look at modern hospital designs and began to implement similar ideas in the design of Australian hospitals. Bunning was later to travel widely in Europe, visiting the Paimio Sanatorium by Alvar Aalto, a building that had previously inspired Stephenson.

It was at the SIT that Bunning's interest in writing first became evident, he contributed to the architectural students newsletter Smudges and later edited their journal, Atelier. He was awarded the Kemp Memorial medal and travelling scholarship in 1933 and the Board of Architects of NSW Travelling Scholarship in 1937. In 1937 Bunning travelled to London where, in addition to becoming an associate of RIBA, he studied town planning at the Regent Street Polytechnic. He used the two-year scholarship to travel widely in Europe and Scandinavia and he also worked briefly in London, Dublin and New York. In London Bunning worked for Joseph Emberton, with whom Sydney Ancher had previously worked. The worsening situation in Europe may have precipitated his return to Australia in 1939.

Bunning and Madden's 1948 competition winning design for Anzac house is believed by architectural historians to owe much to Terragni's design for the Casa del Fascio in Como, Italy completed in 1936. Bunning was certainly familiar with recent architecture in Rome, noting that 'paradoxically Italy favours the modern style of architecture as expressive of the Fascist outlook.' (Architecture, 1 June 1939 p. 117)

On his return Bunning began to implement some of the progressive architectural ideas of his colleagues in London, establishing a MARS (Modern Architectural Research Society) in Sydney. In 1939 Bunning was one of the editors of Atelier, the journal of the architectural school at the SIT, contributing an article entitled

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'The Value of Travel' to Volume 10. He also contributed articles on modern architecture in Europe to Architecture, including an article on the Paimio sanatorium. During the early years of the war he worked for H. Ruskin Rowe. Bunning was one of a number of architects who, although serving with the RAAF, remained in Australia designing camouflage and military establishments Bunning, Douglas Annand, and Bunning's subsequent partner Charles Madden, may have met whilst designing camouflage. A guideline on camouflage in Australian conditions was prepared by the RAAF, a document Bunning was involved in the production of. Circa 1960 Annand designed art work for Bunning and Madden's Sulman award winning Liner House in Bridge Street.

In 1942 Bunning, designed the duration cottages for the St Mary's Munitions factory for the Commonwealth War Homes Commission. From 1943 he served as Executive Officer for the Commonwealth Housing Commission, preparing a comprehensive report on housing needs and policy for post war Australia published in 1944. This report contained numerous illustrations including a model kitchen arrangement, a range of suitable houses including tropical and sub tropical forms designed to suit the Australian climate, multi-storey housing and model suburban layouts, the latter being similar to the permanent duration cottages at St Marys.

His interest in suitable housing forms for Sydney was taken up by the local MARS group, which Bunning helped set up, along similar lines to the English MARS. In 1945/46 Bunning published *Homes in the Sun*, a 'plea for more rational domestic architecture in Australia, responding to its climate'. (Johnson, P. *Architecture in Australia* (AA) Dec 77/Jan78 p. 33). Bunning's work was 'very influential in its insistence on the need to design for the Australian environment'. (Obit held by the RAIA NSW Chapter). Bunning also served as chairman of the NSW Town and Country Planning Advisory Committee, established to advise the State Government, a position he held from 1945 until 1964 and was chairman of the Ian Buchan Fell Housing Research Project Committee and member of the RAIA Chapter Council.

Once the war was over Walter Bunning established his own architectural practice, taking Charles Madden on as a partner in 1946. One of his first commissions was the design of a town plan for the sections of the former Munitions Factory at St Mary's that were to become an industrial area. Part of this area continues to be an industrial area today. He also served on a number of RAIA committees and chapter council, including the Post War Reconstruction Committee, the Town Planning Committee and the Exhibition Committee.

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Despite his early interest in housing, the firm of Budden and Madden became known for their award winning commercial and institutional buildings. The partners were successful in many competitions, including winning the competition for Anzac House (demolished) and the National Library in Canberra (extant). Walter, who had married in 1944, designed a split-level home for himself and his wife in Ryrie Street, Mosman. This design, which has been modified, became well known in architectural circles. The lower storey of the building is random sandstone, the upper floor has a terrace and a cantilevered room of lighter weight construction. Freeland notes that Bunning '*at Quakers Hat Bay allowed climate, and to a lesser extent the topography, to be the major influences.*' (Freeland, *Architecture in Australia*, p.277). The photograph of the house in Freeland's *Architecture in Australia, A History*, shows the house to be precisely the type of Australian home in the sun Bunning advocated in his book.

Bunning and Madden won the competition for ANZAC house in 1948 however the building College Street was not completed until 1957, receiving the RIBA bronze medal in 1958. Unfortunately Anzac House has been demolished, however another important example of the firm's elegant work from the 1950s survives, Liner House in Bridge Street. Like Anzac House the design of this building has similarities with Terragni's work in Como. Built as a shipping company headquarters, Liner House continues to be a corporate head office and retains the mural screen by Douglas Annand and the staircase to the mezzanine that can be seen from the street through the glass curtain wall. Bunning and Madden's design respected the scale of the adjacent Burns Philp building, although the choice of materials was very different. The firm was also responsible for the design of a number of buildings in Canberra including Bruce Hall (1961) and International House (1967) at the Australian National University and the National Library of Australia. Their Canberra buildings continue to be used today.

As chair of the Town & Country Planning Committee Bunning was influential in halting a number of government schemes, in an era when environmental impact assessment was unknown, that would have been destructive to either the built or natural environment. He recommended that the inner city suburb of Paddington be declared a historic area and that the Moore and Centennial Parklands remain as parklands rather than be intensively developed as Olympic facilities. He also recommended that sand mining not occur at Myall Lakes, an area now a national park. Bunning was also a founder member of the Sydney Cove Redevelopment Authority and was one of the authors of the proposals to replace the workers housing in the area with high rise, although he appears also to have advised on restoration of the historic buildings to be retained.

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## WAR TIME HOUSING

Circa 1942 Bunning, designed the duration cottages for the St Mary's Munitions factory for the Commonwealth War Workers Trust. These houses formed the prototype for one of the suburban layouts he recommended in the comprehensive report on post war housing needs and policy for Australia prepared whilst he was Executive Officer for the Commonwealth Housing Commission. Established in April 1943 the aim of the Housing Commission was to

Inquire into and report to the Minister for Post War Reconstruction on

- (a) the present position of housing in Australia and
- (b) the housing requirements of Australia in the post-war period (RAIA NSW Chapter Bulletin March 1944 p. 4)

The advice of those currently engaged in building and designing houses, as well as the unions whose workers would occupy the houses, was sought. Witnesses who addressed the commission included architectural firms: Gutteridge, Haskins and Davies (GHD); Peddle Thorp and Walker and Samuel Lipson of Lipson and Kaad. Manufacturers including Van Dyke, who made ready cut homes, gave evidence as did the Small Arms Factory at Bathurst, (the location of one of the groups of duration houses, the Munitions and Metal Workers Union and the Zinc Corporation of Co-operative Housing from Broken Hill. (Final report p. 157) The witnesses were not confined to NSW, Bunning traveled extensively during the preparation of this report.

The final report, which contained numerous illustrations including a model kitchen, a range of suitable houses designed to suit the Australian climate, multi-storey housing and suburban layouts. Although the report clearly introduces modern concepts in housing, its recommendations were not taken up to any great degree. This may be in part due to the continued shortages of building materials. Housing shortages lead to the use of imported prefabricated houses from Europe.

The housing layout based on the Radburn model that Bunning had pioneered at St Mary's was illustrated in this report as the cul-de-sac park subdivision type. An aerial view of the layout as well as a landscape plan was included. A second cul-de-sac type was also illustrated, with a central close, designed for car access, rather than a park designed for pedestrian access. It was this car-based model that was to be

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widely adopted in post war suburban planning rather than the layout with a park. Bunning may have been familiar with European examples of housing with shared parklands such as Södra Ängby near Stockholm commenced in 1933.

The Cul de Sac Park Subdivision type was described in detail in Bunning's report.

The roads are designed only for service access to the allotments therefore the width of the roads and construction can be that of service roads. These roads are dishd to the centre with gulleys to stormwater drains, thus obviating the need for kerbs and gutters. All services could be carried in ducts at the sides of roads, with leads to the rear of the houses.

The allotments are all of a similar shape and size and a part of each allotment forms the park for general use. The main access to the houses is from the park, onto which all of the houses front. This system of subdivision provides many amenities, including a pleasant outlook for all houses, a park or playground for general use, good service access to the houses, including garages where they are required. Road development and services in the area are economical. This system gives an increased number of allotments to the acre and the park area could be maintained by the management of the estate or by the council.

In addition a more detailed landscape plan was provided, the arrangement of planting shown is similar to what survives at St Mary's. The suburban layout of St Mary's is more elaborate than that illustrated in the Housing Commission report, with a crescent containing the two hostels located at the western end. The use of crescents was not uncommon during World War II.

A series of model houses that correspond to recommended housing standards were also included in the Housing Commission Report. Type A was a semi-detached single bedroom house of 33 square ft, type B and type C both contained 2 bedrooms and were 50 and 49 square feet respectively. Type D and Type E were three bedrooms, of which type E was the larger, containing a sleep-out. In all but one of the designs the kitchen and dining room was combined, as shown in the cut away drawing entitled Kitchen Modern Arrangement. The semi-detached houses, suitable for 'childless couples or pensioners' would 'take its place in a housing scheme as a design comparable with larger types of houses'. Earlier designs for model workers housing such as the housing at Daceyville designed by Peddle Thorp also contained semi-

detached houses. Most post war suburbs do not contain this mix. St Mary's contained single residences and hostels, there are no semi-detached examples in the smaller group of duration cottages.

The housing at St Mary's was designed with built in kitchens, the compact layout was something of a novelty at the time. Bunning believed that

A modern kitchen, being the most used room in the house, should be efficient and attractive to offset any drudgery and monotony – in short it should be a congenial place to work in with a pleasant outlook.  
(p. 123)

The kitchen is a small factory, modern factories are equipped with modern appliances; great improvements in mechanical equipment and other kitchen work are expected. (p123)

The RAlA bulletin records that the Commonwealth Housing Commission had received detailed advice regarding the use of electricity in the modern home.

#### Electric Home Planning

Ten associations connected with the Radio and Electrical Industry have prepared a submission with recommendations for the provision of electrical facilities and equipment in homes to the Commonwealth Housing Commission.

The submission, in booklet form, deals with electric cooking, water-heating, refrigeration, room-heating and washing. Lighting is also covered, and recommendations in regard to fittings, wattage, power-outlets etc. are also included.

Radio reception is discussed, and some interesting proposals regarding the installation of aerials for buildings put forward

Bunning's concern that housing be an appropriate response to climate is evident in the report, as it contained designs for a sub-tropical and a tropical house. Both of these layouts were designed with ventilation in mind and were raised above the ground like a typical Queenslander.

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The higher density models that Bunning proposed, which included large areas of landscaping, community, child care and sporting facilities are probably modeled on Scandinavian examples. No examples of these higher density model layouts by Bunning have been identified. He was well aware that the resultant housing schemes were far less generous in their provision of open space, community and sporting facilities.

Forthright in his criticisms, Bunning accused State Governments of being too timid in town planning, and called for tougher controls over land and housing design. Like [Robin] Boyd he despised the detritus of suburban Australia and attacked the spread of television aerials, advertising hoardings and the destruction of trees. He abhorred the dull products of the State Housing Commissions...(Australian Dictionary of Biography)

Bunning had envisaged that well designed buildings would follow slum clearance in inner city areas. In his later role with the Sydney Cove Redevelopment Authority he was involved with the preparation of large-scale slum clearance proposals, proposals that were effectively halted by union action. The concern of the unions was with the loss of the workers housing, in an area that had been specifically set aside as workers housing in 1900. In the 1940s Bunning's concern was with the replacement of substandard housing with modern housing, by the 1970s the demand for commercial floor space had begun in earnest. New workers housing was, however, built in The Rocks, the substantial Sirius apartments at the northern end of Cumberland Street designed by the Government Architects Branch of the Department of Public Works.

#### POST WAR RECONSTRUCTION

Bunning was actively involved with the local chapter of the RAIA, serving on the Post War Development Committee of the RAIA. Other member of this large committee included Cobden Parkes (the NSW Government Architect), John D. Moore, S. G. Thorp (of Peddle, Thorp & Walker), Professor Wilkinson, the architect and planner R. K. Harris and Miss R. Edmunds. During 1944 study groups, in collaboration with the Post-war development committee issued reports on

- Regional and Town Planning
- Community Buildings and Neighbourhood Groups
- Prefabrication and Small House Planning Principles
- Kitchen Design and Equipment

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Discussion groups, of both members and non members were held to canvas opinions. The Post War Development Committee's publication 'Wanted! A Plan' appears to have been well received both nationally and internationally. Requests for copies were received from the Office of the President of the Philippines; the regional association of Cleveland; the City Planning Commission of Philadelphia; the Universities of Harvard, Michigan and California; The American Commission of International Co-operation, Cuba; the Contra Costa County Planning Commission, California and the Lockheed Aircraft Corp. The report, which had been published by June 1944, was described in the RAIA bulletin as being '*illustrated with a number of broadly treated black and white sketches and diagrams &c, while the cover, bearing the caption 'Wanted a Plan' is arresting*'. (RAIA NSW Chapter Bulletin June 1944)

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