

JOURNAL OF THE INTERNATIONAL MAP COLLECTORS' SOCIETY

SPRING 2017 No.148 ISSN 0956-5728

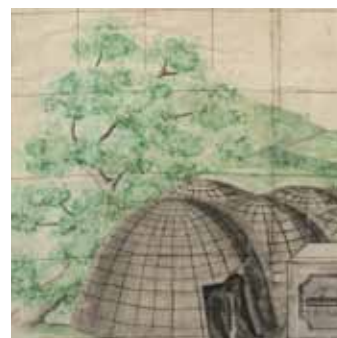
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Copy and other material for future issues should be submitted to:

Editor Ljiljana Ortolja-Baird, Email Ljiljana.editor@gmail.com 14 Hallfield, Quendon, Essex
CB11 3XY United Kingdom **Consultant Editor** Valerie Newby **Designer** Catherine French
Advertising Manager Jenny Harvey, 27 Landford Road, Putney, London SW15 1AQ
United Kingdom, Tel +44 (0)20 8789 7358, Email jeh@harvey27.demon.co.uk

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Front cover
Detail of a fifteenth-century map of the world. Anonymous. c.1430. 63.4 cm diameter. The detail shows a part of Europe ('The third part of the world') with the Danube River flowing into the Black Sea. Copyright of the University of Manchester. For full image see p.12.

REACTION AND OPPORTUNITY

Sydney's development as witnessed by the cartographic record

Alice Tonkinson and Robert Clancy

The development of Sydney is unique. To become an independent international centre with a population of 500,000 a century after England extended its Empire by establishing a gaol 'at the end of the earth', isolated from Europe, is without parallel and a testament to the immigrants who ventured forth to Terra Australis. Here its development is traced through the cartographic record, as no medium better captures the challenges of change, than does the map. The first section of this paper follows the city as it evolved from a penal settlement into a nodal city, handling export of wool and gold to Europe, to becoming a regional city combining administrative, economic, manufacturing and social requirements, with expediency-dominated planning. It can be no surprise that the Sydney of 1900 was a city of chaos and disconnect. The second section of this paper reflects upon the 'periods of opportunity' that arose in the twentieth century, which were the windows for re-thinking the city and planning for the future. Two key catalysts in the creation of these opportunities were the outbreak of the bubonic plague in 1900 and mass immigration in the years following World War II. Maps also record the extent to which opportunities were taken and lost. The final section of the paper homes in on two key areas that contribute to Sydney's uniqueness: recreation and the provision of services, tracing their development from the nineteenth to mid-twentieth century.

The historic lessons that emerge from this cartographic history become more poignant as Sydney faces questions regarding the accommodation of five million people by 2020 and progressive increases thereafter; major infrastructural changes with congested corridors; antiquated transport systems; a confusion of new 'cities' with ambiguity as to what should be where; and imponderable issues of service provision.

Colonial Sydney

The urban development of Sydney can be traced from 'Sketch of Sydney Cove, Port Jackson, in the County of Cumberland, New South Wales, July 1788'. Engraved in 1789 for the London publication of *Voyage to Botany Bay*, it sets out Governor Arthur Phillip's

template for an ordered city to accommodate the 1,030 people that had arrived in the First Fleet six months earlier. Some of the elements included are land allocations for the Governor's House, Criminal court, a church, hospital and the observatory as well as a main street. Phillip recognised that laying the right foundations would be essential for the town to comfortably accommodate any rapid population growth in the future, however, this plan was not realised. By the end of Phillip's tenure in 1792 the layout of Sydney, largely determined by the course of the Tank Stream, the tributary which was the original source of fresh water for the settlement, was haphazard. Now home to some 4,000, of which more than 3,000 were convicts, Sydney bore little resemblance to the well ordered 'Sketch of Sydney Cove'.

Almost a quarter of a century later, the French expedition under Captain Nicolas Baudin captured the development of the town in Charles Lesueur's 'Plan de la Ville de Sydney' in November 1802, published with the printed journal of the expedition *Voyage de découvertes aux Terres australes* (Voyage of discoveries to southern lands, 1812) (Fig. 1). Many trappings of a busy urban development are present, including stores, a printing press, a hospital, a wharf and a school. The road to Parramatta is marked and 'Brickfield Village' is named, suggesting early expansion to the south and the first hint of suburbs. The identification of pottery, windmills and salt works provide evidence of an early manufacturing industry. The presence of gallows and a gaol are reminders that this was still a convict settlement.

In the years that followed, two key events would impact on the urban development of Sydney. The first of these was the crossing of the Blue Mountains in 1813, a range of mountains which had physically confined European settlement to the Cumberland Plain, the basin area between Sydney and the mountainous Great Divide to the west. It unlocked a vast fertile hinterland that would generate wealth from wool and mineral exports. Secondly, the then Governor of NSW, Lachlan Macquarie (1810–21), was particularly interested in urban planning as well as the related social and economic issues that

influenced a city's development. Macquarie would later write that when he commenced his term as Governor he found the colony,

*suffering from various privations and disabilities; the country was impenetrable beyond 40 miles from Sydney; agriculture was in a languishing state; commerce in its early dawn; revenue unknown; threatened with famine...the public buildings in a state of dilapidation and mouldering to decay; the population in general depressed by poverty*¹

In 1810 Macquarie announced the establishment of five 'Macquarie Towns – Windsor, Richmond, Pitt Town, Wilberforce and Castlereagh – which were established on higher ground in the Hawkesbury district, to the west of Sydney, to protect agricultural production from the flooding which plagued the

Cumberland Plain. Macquarie also prioritised improvements to road infrastructure, with the creation of turnpike roads that facilitated the transport of produce. His legacy continues to run deep in contemporary Sydney, with much of the city's street layout retained from the Macquarie era. This heritage also includes public spaces such as Hyde Park, the Botanic Gardens and the Domain as well as buildings such as the Hyde Park Barracks, the Conservatorium of Music (formerly the Governor's Stables) and St James Church.

'Map of the Town of Sydney' (1832) by Thomas Mitchell, the colony's Surveyor-General, published by Stephens and Stokes in *The NSW Calendar and Directory*, was the first locally printed, commercial map (see Figure 2 for the 1833 edition). It shows the dramatic change in urban development that followed the opening of the western plains initiated during

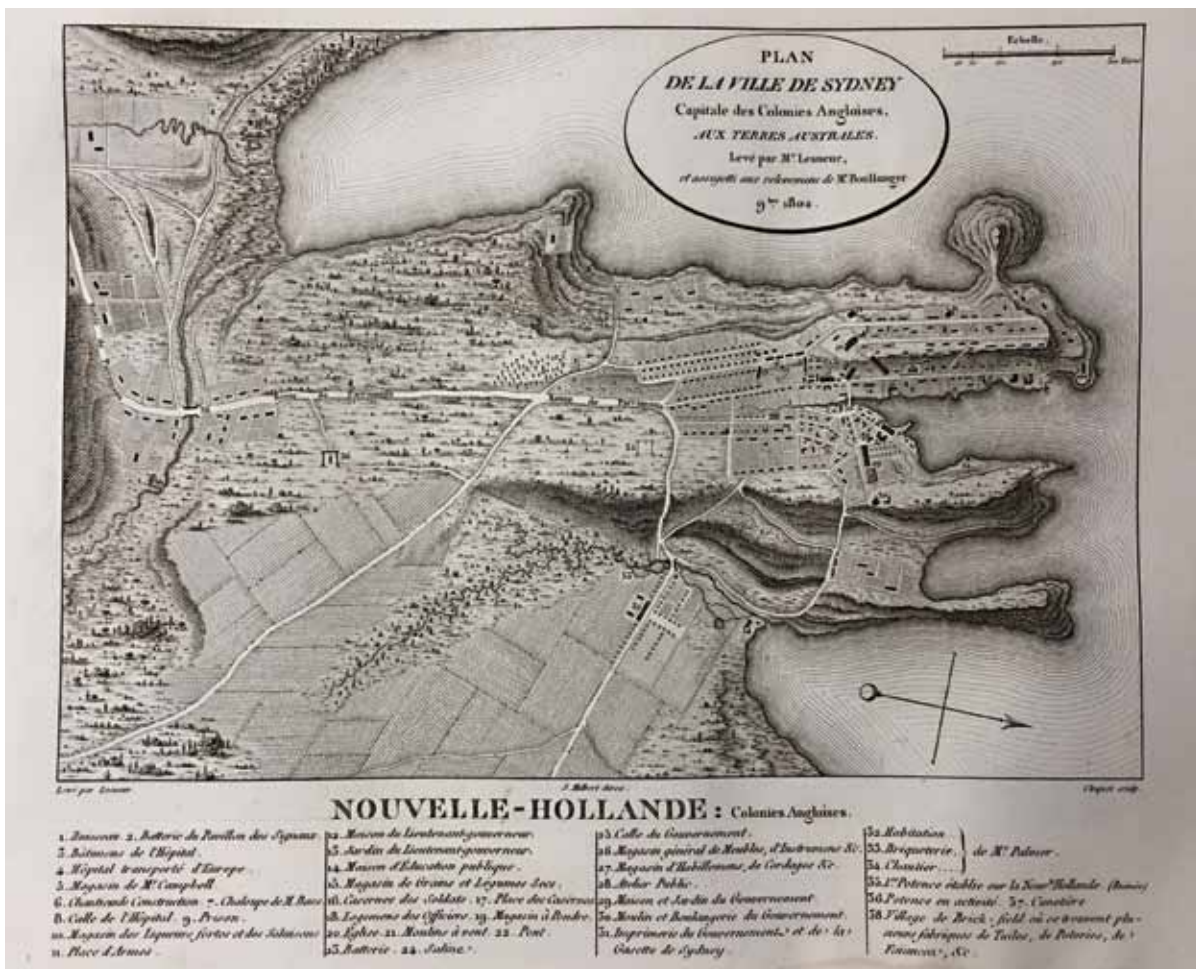
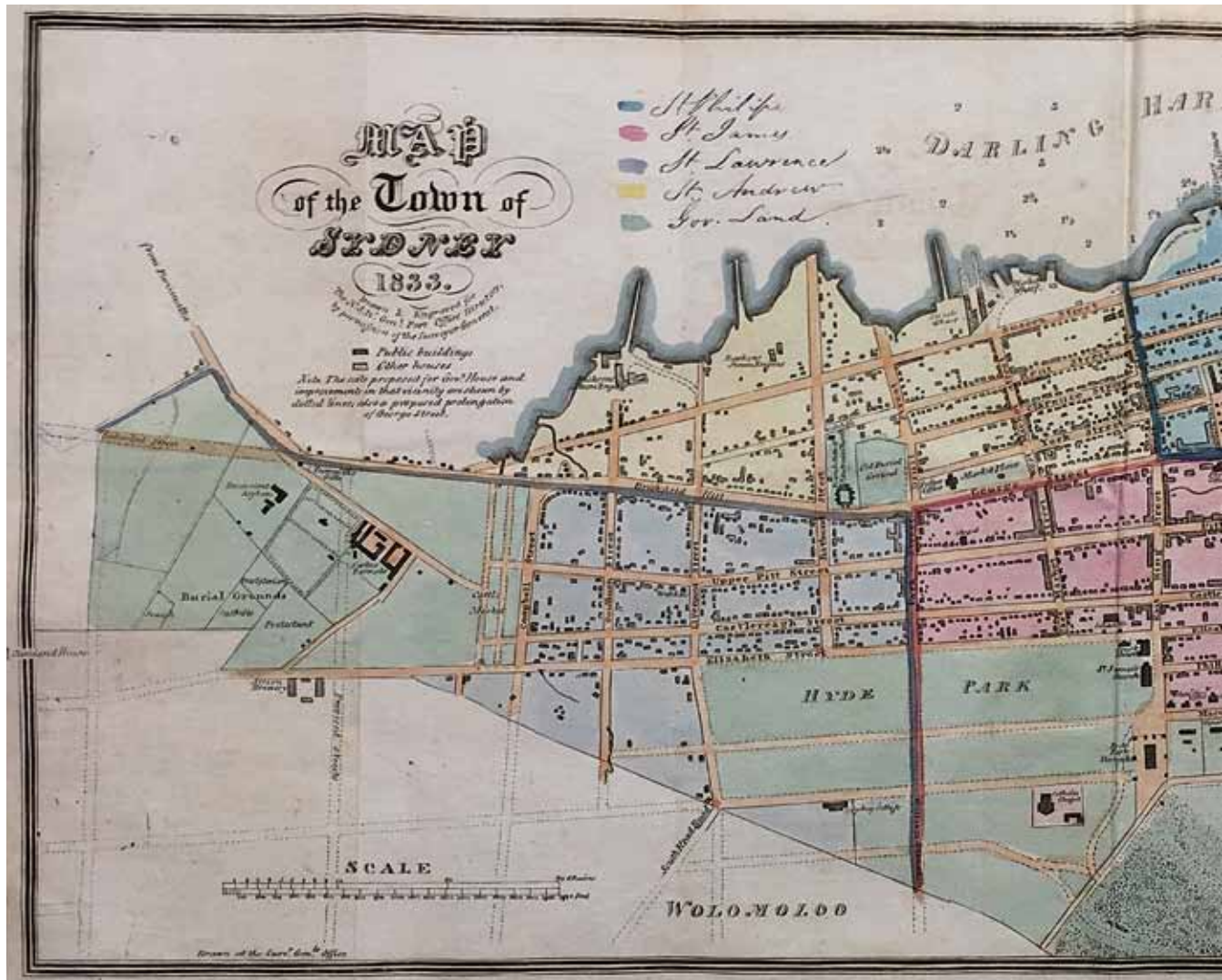


Fig. 1 'Plan de la ville de Sydney', Charles Alexandre Lesueur, published in *Voyage de découvertes*, 2nd edition, Paris, Arthus Bertrand, 1824. 24.5 x 31.5 cm. Private collection.



Macquarie's tenure. At the time of publication Sydney's population was 22,000. It was a busy port, handling maritime trade, domestic shipping of rural produce, servicing whalers and sealers, and shipbuilding. Commercial and domestic expansion had encroached on areas previously designated solely for the military and convicts, creating a jumble of establishments. Macquarie's influence can be seen in the 'green-zone' which extends from the harbour to Hyde Park. Development to the south of the city with suburbs such as Surrey Hills, Chippendale and Redfern started to take shape as land grants were subdivided (Fig. 2).

The subdivision of land adjoining central Sydney (while it was still confined to being a 'walking city'), to accommodate both commercial and domestic needs, is anticipated in a map by J. Basire 'Plan of

Sydney with Pymont New South Wales; The Latter the Property of Edwd. Macarthur Esqre. Divided into Allotments for Building. 1837' published in the British Parliamentary Papers. The land had been owned by the Macarthur family, famously known for its pioneering role in the lucrative wool trade. Pymont's development extended the urban area of Sydney, and by the mid-century had become a thriving industrial centre.

In 1842 Sydney was incorporated as a city with a Council established to control urban development. With the discovery of gold to the west of Sydney in 1851, the population doubled, placing enormous physical and social pressures on the city's infrastructure. With the introduction of steam travel in 1855, Sydney was able to evolve beyond being a 'walking



Fig. 2 'Map of the Town of Sydney 1833', Thomas Livingstone Mitchell, published in *The New South Wales Calendar and General Post Office Directory*, Sydney, Stephens & Stokes, 1833. 17.5 x 39.5 cm. Private collection.

city' and achieve a level of decentralisation through the creation of 'railway suburbs.'

The impact of this period of rapid development can be seen in maps such as 'Woolcott and Clarke's Map of the City of Sydney with the environs of Balmain and Glebe, Chippendale, Redfern, Paddington &c,' 1854. Richly detailed, it shows a congested city with busy ports but limited transport. Maps from publications such as the *Sands Directories* (1858–1933) included comprehensive documentation of the changes taking place in Sydney as it cannibalised land which previously was part of the large land grants, given generously in the early days of settlement to those who could grow food for the struggling, and sometimes starving, colony. For example, the map 'Sydney & Suburban Municipalities' from the 1894 *Sands' Sydney and*

Suburban Directory includes tabulated demographic data of the new municipalities and details of trades, amply presented as advertisements documenting the late colonial evolution of urban Sydney, while the 'new railway suburbs' represent a beginning of separation of urban and commercial Sydney (Fig. 3).

By 1900 Sydney had become a major commercial and political centre. However, it was also a congested, dysfunctional city, with the population without access to essential services. In these conditions, the city's first outbreak of bubonic plague in 1900 was a timely wakeup call for planners. A map accompanying the *Report of the Outbreak of Plague at Sydney* (1900), published by the Government Printer shows the distribution of houses clustered around Darling Harbour, where cases of the disease were identified,