

**ITEM 10. POST EXHIBITION - PLANNING PROPOSAL: SYDNEY LOCAL ENVIRONMENTAL PLAN 2012 - HERITAGE LISTING OF ALEXANDRIA HOTEL - 35 HENDERSON ROAD EVELEIGH**

**FILE NO: X001925**

**SUMMARY**

Listing the Alexandria Hotel is an opportunity to retain and promote Alexandria's character and building diversity, its vibrant community and cultural life. Retaining this connection to Alexandria's past will support the area's future urban renewal and the growing community of residents and workers.

The Alexandria Hotel is recommended for listing as an item of environmental heritage to recognise its local heritage significance as a fine example of an inter-war suburban hotel with a high level of integrity and community esteem. Dating from 1935, the building represents the work of prominent hotel architects, Rudder & Grout, for the Tooth & Co brewery.

In October 2015, the Central Sydney Planning Committee and Council resolved to exhibit the planning proposal to list the Alexandria Hotel. The Department of Planning and Environment authorised Council to commence consultation for the planning proposal in the gateway determination of December 2015. The current planning process is preserved under transitional provisions relating to the establishment of the Greater Sydney Commission.

The planning proposal was exhibited from 16 December 2015 to 27 January 2016. Seventeen submissions were received from community members and the Office of Environment and Heritage, all in support of listing. No submissions were received objecting to the proposal.

Following consideration of the public submissions and review of the proposed listing, the hotel, including its interiors, satisfies at least five of the Heritage Council's criteria for local heritage listing. These historic, association, aesthetic, representative and social heritage values of the hotel are recognised in the updated heritage inventory at **Attachment C**.

The hotel was first assessed for local listing in early 2015, when the City of Sydney commissioned Tanner Kibble Denton to prepare a heritage assessment. This assessment found that the hotel warranted listing as a local heritage item.

A development application to demolish the hotel and build a residential flat building on the site was lodged in June 2015. In July 2015, an appeal was lodged in the Land and Environment Court for deemed refusal of the application. The City of Sydney placed an interim heritage order on the hotel in July 2015 for temporary protection while its heritage significance and listing was investigated. This heritage order is due to expire on 28 July 2016.

Noting that the Council has been authorised to exercise its delegation to make the plan following completion of the gateway process, it is recommended that the Central Sydney Planning Committee approve the planning proposal at **Attachment A** for making as a local environmental plan.

**RECOMMENDATION**

It is resolved that:

- (A) the Central Sydney Planning Committee note the submissions received to the public exhibition of the planning proposal, shown at **Attachment B** to the subject report;
- (B) the Central Sydney Planning Committee approve the planning proposal, shown at **Attachment A** to the subject report, for finalisation and making as a local environmental plan under section 59 of the Environmental Planning and Assessment Act 1979; and
- (C) the Central Sydney Planning Committee note the recommendation to Council's Planning and Development Committee on 23 February 2016, that Council delegate authority to the Chief Executive Officer to make any minor amendments to the planning proposal, to correct any minor drafting errors prior to finalisation and making of the local environmental plan.

**ATTACHMENTS**

**Attachment A:** *Planning Proposal: Heritage listing of Alexandria Hotel, Eveleigh* (with Appendix 1: Tanner Kibble Denton heritage assessment report)

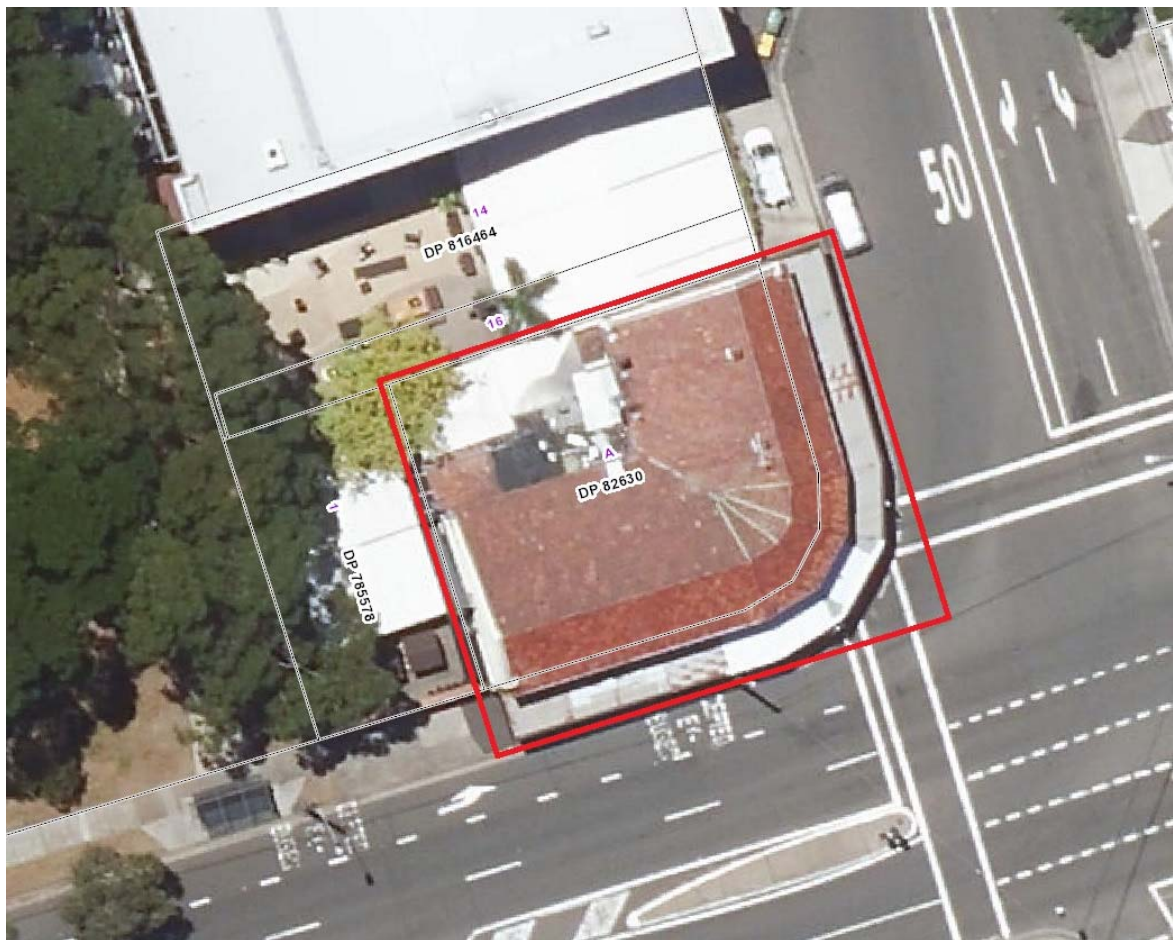
**Attachment B:** Summary of submissions

**Attachment C:** Heritage inventory for Alexandria Hotel

## BACKGROUND

### Site identification

1. The Alexandria Hotel is located at the corner of Henderson Road and Garden Street at 35 Henderson Road, Eveleigh, on the edge of the former Eveleigh Railway Workshops land to the north. The Vice Chancellor's Oval is located to the west of the hotel and an easement for the eastern suburbs railway line along its northern boundary.
2. The hotel was originally located in Alexandria before suburb boundaries were redefined in 1996.
3. This location, if not the exact site, has been associated with a hotel from the 1870s. Dating from 1935, the Alexandria Hotel was constructed to the design of prominent hotel architects, Rudder & Grout, for the Tooth & Co brewery.
4. The two-storey brick building has an L-shaped footprint turning the corner and a steeply-pitched roof.
5. The land of the hotel comprises Lot A of deposited plan 82630, shown in the aerial photograph at Figure 1. The street awning extends over the footpath.



**Figure 1: Property containing the Alexandria Hotel (Image: SIX maps)**

### Planning background

6. The land of Alexandria Hotel was excluded from local planning instruments prior to December 2012, as Sydney Regional Environmental Plan 26 applied to the site. Sydney Regional Environmental Plan 26 (SREP 26) was amended in December 2012 to remove land covered by Sydney Local Environmental Plan 2012 when the comprehensive local plan came into force from 14 December 2012.
7. The hotel is located opposite the Alexandria Park conservation area which extends to the southern side of Henderson Road.
8. In early 2015, the City of Sydney engaged Tanner Kibble Denton (TKD Architects) to prepare a heritage assessment of this hotel. This assessment report was completed in May 2015, and is provided at **Attachment A**. This assessment recommended listing the hotel as a heritage item for its local heritage significance.
9. On 5 June 2015, a development application proposing demolition of the hotel was lodged (D/2015/772). This application proposed a new development on the hotel site and adjoining land parcels.
10. Council received more than 400 objections to this development proposal and four petitions containing more than 1,400 signatures against the demolition of the hotel. A number of requests to make an interim heritage order over the site were also received, from the National Trust of Australia (NSW) as well as community members.
11. On 23 July 2015, the proponent for the development lodged an appeal in the Land and Environment Court for deemed refusal of the development application. Council refused the development on 23 November 2015 for heritage and other planning reasons.
12. On 28 July 2015, the City of Sydney placed an interim heritage order on the hotel for protection while its heritage significance and listing was investigated. This temporary listing under the Heritage Act 1977 is due to expire on 28 July 2016. The development proponent also lodged an appeal against the heritage order in the Land and Environment Court.
13. On 29 July 2015, the National Trust listed the hotel on its non-statutory community register to recognise the heritage significance of the hotel.
14. The hotel ceased operating on 20 December 2015. While currently not in use, the land owner has secured the hotel. City staff inspected the building interiors in January 2016.

### Planning proposal

15. The purpose of the planning proposal, provided at **Attachment A**, is to amend Sydney Local Environmental Plan 2012 by identifying the Alexandria Hotel at 35 Henderson Road, Eveleigh as a heritage item of local significance in Part 1, Schedule 5.

16. On 22 October and 26 October 2015, respectively, the Central Sydney Planning Committee and Council resolved to seek gateway and exhibit the planning proposal to amend Sydney Local Environmental Plan 2012 to heritage list the Alexandria Hotel.
17. The planning proposal was submitted to the Department of Planning and Environment, with a request for a gateway determination in accordance with section 56(1) of the Environmental Planning and Assessment Act 1979.
18. The gateway determination, issued on 8 December 2015, enabled the City to proceed with the public exhibition of the planning proposal. Conditions of the determination require completion of the local plan amendment within 12 months.
19. The Department of Planning and Environment also authorised Council to exercise its delegation from the Minister for Planning to make the local environmental plan in a letter dated 8 December 2015. Despite the establishment of the Greater Sydney Commission on 27 January 2016, ministerial delegations for planning proposals are maintained in transitional provisions in the *Environmental Planning and Assessment Regulation 2000*.

#### Public exhibition

20. The City of Sydney consulted the owners, members of the public and the Office of Environment and Heritage through the exhibition of this planning proposal in accordance with the requirements of the Department of Planning and Environment's gateway determination.
21. The public was invited to comment on the planning proposal during the exhibition period from 16 December 2015 to 27 January 2016. This exhibition period was extended by an extra two weeks beyond the required 28 days because it included the holiday period.
22. Notification letters were sent to the owner and occupant of the subject site and surrounding properties and the Office of Environment and Heritage. Notices were also placed in the Sydney Central Courier and The Sydney Morning Herald, inviting comments. All information for the proposal was made available to review on the City's consultation website, Sydney Your Say, and at two customer service centres in the city centre and Zetland.

#### Submissions

23. Council received 17 submissions from community members and the Office of Environment and Heritage, all in support of listing. No submissions were received objecting to the proposal. These submissions are summarised and responded to in the table at **Attachment B**.
24. The community submissions affirm the importance of the hotel to the local community for its history, built features, scarcity and function. This supports the assessment of the hotel's social significance.
25. City staff reviewed the listing in response to submissions, including a review of the assessment of significance. City staff inspected the building including its interiors and updated the heritage inventory at **Attachment C** as part of this review.

### Heritage significance

26. The NSW Heritage Manual outlines the Heritage Council criteria of local heritage significance to determine whether a place warrants local heritage listing. Only one of these seven criteria needs to be satisfied at the local level for local heritage listing.
27. The Alexandria Hotel has been assessed against the criteria and meets the threshold for a heritage item of local heritage significance. It satisfies at least five of the Heritage Council criteria for local listing.
28. A heritage assessment of the hotel by Tanner Kibble Denton was completed in May 2015. This found that the hotel satisfies four of the Heritage Council's listing criteria for its historical, associations, aesthetic and representative value at a local level. The full assessment of Tanner Kibble Denton against each criterion is contained in pages 28-31 of the report appended to the planning proposal in **Attachment A**.
29. The building satisfies these four listing criteria as a fine representative example of an inter-war suburban hotel, designed by prominent hotel architects, Rudder & Grout. The hotel further satisfies a fifth criterion of social significance because of its importance to the community of Alexandria residents. The community esteem in which the hotel is held has been demonstrated by the number and content of community submissions opposing demolition, seeking or supporting listing.
30. Council updated the heritage assessment in the inventory at **Attachment C** following review of the submissions and further inspections during the exhibition period.
31. The Alexandria Hotel, including its interiors, has sufficient local heritage significance to warrant listing as a local heritage item. The planning proposal at **Attachment A** therefore seeks to include the hotel in the heritage schedule of the local environmental plan.

### Next Steps

32. As the Minister has authorised Council to exercise its delegation to make the local environmental plan, it is recommended that the planning proposal at **Attachment A** be approved by the Central Sydney Planning Committee to be made as a local environmental plan.
33. The *Environmental Planning and Assessment Regulation 2000* includes transitional provisions which continue all the existing delegations for current planning proposals following the establishment of the Greater Sydney Commission.

### KEY IMPLICATIONS

#### Strategic Alignment - Sustainable Sydney 2030 Vision

34. *Sustainable Sydney 2030* is a vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as 10 targets against which to measure progress. The planning proposal is aligned with the following strategic directions and objectives of this plan, in particular, including:

- (a) **Direction 7 – A Cultural and Creative City.** The planning proposal identifies the Alexandria Hotel as a heritage item, allowing the building to be retained and re-used as a physical connection to the local history and culture of Alexandria and an ongoing part of the cultural life of the local community. The identification will ensure any future development of the site considers the heritage significance of the site.

#### RELEVANT LEGISLATION

35. The *Environmental Planning and Assessment Act 1979*, *Environmental Planning and Assessment Regulation 2000* and *Heritage Act 1977*.

#### CRITICAL DATES / TIME FRAMES

36. The gateway determination issued by the Department of Planning and Environment requires the amendment to the local plan to be completed within 12 months, being 15 December 2016.

#### GRAHAM JAHN, AM

Director City Planning, Development and Transport

(Claudine Loffi, Senior Specialist Planner (Heritage))