

Attachment J

**Draft Inventory Sheet – 1A Billyard Avenue,
Elizabeth Bay**

Heritage inventory sheet

Based on the NSW Heritage Office State Heritage Inventory sheet

ITEM DETAILS			
Name of Item	Arthur McElhone Reserve		
Former name	Arthur McElhone Reserve		
Item type	Landscape		
Address	Number 1A	Street Billyard Avenue	Suburb Elizabeth Bay
Property description	Lot 1		DP 15713
Use	Current Recreational reserve		Former Recreational reserve
Statement of significance	The Arthur McElhone Reserve is significant at State and Local level for its location within the visual curtilage of Elizabeth Bay House and the sensitive demonstration of modernist landscape design principles within that curtilage, which reflect a respect and understanding of historic landscapes. The site was extensively developed to meet contemporary recreation needs. It is significant as a seminal park development initiated, designed and executed by the City of Sydney in the immediate post-World War II period in the City of Sydney. The site of the Arthur McElhone Reserve is associated with Alexander Macleay, being part of the grounds of Elizabeth Bay House. It was subsequently formed as a public park that in its name commemorates Arthur McElhone, a long serving alderman of the City of Sydney. It is associated with the landscape architect Berzins, demonstrating a high level of sensitivity to the broader setting of Elizabeth Bay House and the creation of a park that incorporates modernist concepts of landscape design. The Arthur McElhone Reserve is a rare intact landscape design of Ilmar Berzins that encompasses a number of significant features. It incorporates topographic changes of level, and its detailed design features a water feature and stone bridge and varied planting. The landscape design has a reliance on the underlying architectural layout of the Reserve that provides an integrity and structure to the modulation of the park as a whole. The park design respects the original setting of Elizabeth Bay House by ensuring that the relationship of the house and broader setting to the harbour is respected and enhanced while providing a high level of detailed landscape design and amenity to the park itself. International design ideas of the time by leading landscape architects such as Christopher Tunnard and others were applied by Berzins. The Reserve's location to the formal axis of Elizabeth Bay House forms an important interpretative tool in the understanding of the setting of the house and its relationship to its harbour setting. The Reserve demonstrates a sensitivity to this significant colonial setting by reinforcing Elizabeth Bay House's views to and from the harbour while recognising the park's role as an important public amenity in the provision of much needed open green space. The park demonstrates important landscape concepts of park design taking in modernist ideas of providing an internal setting of green spaces for the use and enjoyment for the public, the formation of access pathways, water feature and a pedestrian bridge over this water feature. The hard landscape elements are carefully detailed and constructed in sandstone, resulting in a long-lasting legacy for the form and shapes designed by Berzins. It is considered his most significant work for the City of Sydney.		

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	The planting character reflects a broad diversity and horticultural interest, consistent both with Alexander Macleay's broad and diverse interests in horticultural specimens, both Australian and exotic and Berzins intent of a horticulturally diverse planting scheme. Arthur McElhone Reserve is understood to have great significance to residents and visitors to the locality because of its high level of visual amenity and as a valuable landscaped open recreational area. The Arthur McElhone Reserve demonstrates the evolving landscape design in post-World War II Sydney that fused international design movements to a significant location within the visual curtilage of Elizabeth Bay House. The design demonstrates the intellectual approach of Berzins as a post-World War II immigrant and his training as a landscape designer that reflected international design trends of the day.	
Level of significance	State:	Local:
Heritage listings		
DESCRIPTION		
Designer	Ilmar Berzins	
Builder	City of Sydney	
Construction years	1950-1953	
Physical description	The Arthur McElhone Reserve occupies an area to the north-east of Elizabeth Bay House and is separated by Onslow Avenue from the house. The majority of the park occupies a level area that has been formed through the erection of stone retaining walls at the top and bottom of the park, the walls at the bottom incorporating the naturally occurring sandstone outcrops. Its design ensures that the views from Elizabeth Bay House to the harbour are retained and that its setting, while much modified since colonial times, can still be appreciated. The park has a number of built features including a stone bridge, pond, stairs and seating that encourage its use and enjoyment as a place of respite. The Arthur McElhone Reserve is distinguished by a sequence of grassed areas that are arranged as small interlocking spaces that are framed by shrub planting with taller trees to the periphery of the park. Berzins built on the formal elliptical grassed form that was implemented by Alexander Macleay in the form of a 'carriage round', a typical colonial garden feature, but due to the physical restrictions of the site it was not used as such. The stonework is of a sandstone bookleaf style that was typical of both residential and civic works at the time and also used by Berzins in the contemporary Sandringham Gardens in Hyde Park. Minor modifications have occurred over time, focused on the evolving planting types that have been used. In general, the layout and character of the Reserve designed by Berzins has been maintained. The hard landscape features of access stairs, terracing, stone bridge and paths have remained intact and with this, the overall setting to Elizabeth Bay House and its relationship with the harbour.	
Physical condition	The Arthur McElhone Reserve is in good condition.	
Modification and Dates	Incremental upgrade of planting. Upgrades undertaken as part of the implementation of the 2001 master plan.	

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Archaeological potential	The archaeological potential of the place has not been assessed.
HISTORY	
The coastal regions of Sydney between Port Jackson and Botany Bay are the ancestral territories of the Eora people. The traditional owners of the land now within the City of Sydney local government area were the Cadigal (Gadigal) people. In common with other tribes living by Sydney Harbour, the Cadigal lived in harmony with the natural resources within their country, fishing from canoes or hunting the animals that lived in surroundings. The tribe appears to have moved within its territory in response to the seasons and family connections. Shell middens and other archaeological remains in the area provide material evidence of many centuries of sustained connection to the land that also sustained them. The arrival of white settlers caused the wholesale disruption of traditional life and the cultural practices of the Eora people generally. Despite enormous challenges, today many Indigenous people identify as Eora and maintain cultural practices and a connection to Country. In 1815 Governor Macquarie established a fishing village known as Elizabeth Town for a composite group of Gadigal people. The site of Elizabeth Town was behind the sandy beach below what would later become Elizabeth Bay House, in the vicinity of its owner Alexander Macleay's kitchen garden (now Beare Park). The settlement had been abandoned by 1824. The site of the Arthur McElhone Reserve is on part of 21.85 hectares (54 acres) of land formally granted to Colonial Secretary Alexander Macleay on 19 October 1831. The land had been promised to Macleay by Governor Darling in 1826. In 1828 Darling ordered the subdivision of Woolloomooloo Hill into allotments that could accommodate large residences and extensive grounds and deeds of grant were issued to select members of society, which included senior public servants, in 1828 and 1831. Alexander Macleay (1767-1848) was elected a Fellow of the Linnean Society of London in 1794 and a Fellow of the Royal Society in 1809. A civil servant in England, Macleay was forced to retire from 1817 when his department was abolished. He accepted the position of Colonial Secretary of NSW, arriving in 1826, and promptly set about improving his grant at Elizabeth Bay and established a private botanic garden with picturesque features of dwarf stone walls, rustic bridges, and winding gravel walks interspersed amongst indigenous trees and rare species. The garden became known internationally through the letters and published accounts of local naturalists and visiting scientific expeditions. Elizabeth Bay House was completed by 1839 to the design of prominent architect John Verge. The siting of the house on an axis with Clark Island and Sydney Heads was a significant aspect of the carefully stage-managed landscape. Prominent local nurseryman Thomas Shepherd wrote: "A splendid open lawn is placed in the main centre front of the house, leaving to view from the adjoining grounds and windows one of the most interesting prospects of the harbour". The site of the lawn is now the Arthur McElhone Reserve. The lawn was famous from the 1840s onwards for its massed bulbs imported from the Cape of Good Hope. Macleay was ousted from public office in 1837 and by the early 1840s was in serious financial difficulty. He was saved by his eldest son, William Sharp Macleay, and died at Rose Bay in 1848. William Sharp Macleay lived alone at Elizabeth Bay House until his death in 1865. The estate passed to his brother George, who progressively subdivided the estate and sold leaseholds of a substantial portion of it. Alexander Macleay's nephew, Sir William John Macleay, occupied the house from around 1865 until his death in December 1891. Lady Macleay remained in occupation until her death in 1903. Late that year George Isaac Michaelis, a prominent businessman and member of Sydney's Jewish community, moved into the house. Michaelis' father-in-law and uncle, Moritz Gottheif, also a significant member of Sydney's Jewish community and a prominent merchant, also resided there. Michaelis subsequently acquired the house in 1911. In December 1926 the land on which Elizabeth Bay House stood was acquired by Elizabeth Bay Estates Limited and subsequently subdivided, going to sale in September 1927. The construction of the Arthur McElhone Reserve was in part the result of local demands for open space and parkland in the locality. In September 1938 a petition signed by 288 "residents, rate payers and property-owners, and claiming to represent 1,450 residents" was submitted to Council requesting it to turn the open land in front of Elizabeth Bay House into a park. The	

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request to acquire the land was declined but the principle of the residents acquiring the land themselves or by public subscription was supported. This was followed by correspondence from the Town Clerk to the alderman of Fitzroy Ward the following month "informing him that Council agreed to the need for the immediate provision of more garden spaces in Kings Cross and to support a public movement which sought to raise funds for the acquisition of Elizabeth Bay House and the grounds fronting it. The site of the Arthur McElhone Reserve was the last of several purchases of land in the Elizabeth Bay House Estate made by the Council of the City of Sydney between June 1929 and May 1949. The 1949 purchase became the site of the Reserve.

After the World War II ended City Engineer Arnold Garnsey expressed concern about the inadequacies of Sydney's parks and playgrounds. He submitted a master plan for the improvement of Sydney's parks and playing fields and the acquisition of new parkland to the Council's Health and Recreation Committee on 11 June 1946, which was accepted shortly afterwards. The following month Garnsey and another Council engineer, Ken Andrews, departed on an extensive eight-month tour of cities in North America, Europe and Great Britain. Amongst the numerous recommendations in Garnsey's subsequent report were those for bringing the standard of parks in Sydney up to match those he had seen in cities overseas. He suggested that qualified professionals were critical to the successful implementation of park design and management.

Following the release of Garnsey's report to Council in 1947, its adoption led to the creation of a dedicated Parks and Recreation Department in 1948. Architect Clarence (Clarrie) Garth was appointed to head up the new parks department in 1948, and he oversaw the appointment of several draftsmen, horticulturalists and technicians between 1949 and 1951. None of the original senior officers were landscape architects, but some had received architectural training. However, qualified landscape architect Ilmar Berzins started working at Sydney Municipal Council in June 1951 as a first-grade draftsman.

Against this background, in July 1946 the Council approved in principle the concept of securing a strip of land that would extend all the way along the waterfront of Elizabeth Bay for 'park purposes'. In January 1948 Lord Mayor Reg Bartley suggested there would be no difficulty financing this and he would request a report advising on its purchase. A plan dated 1 April 1948, prepared by Sydney City Council staff, indicated this intent. It identified lots 4, 5, and 6 of the Elizabeth Bay House Estate as well as land along the harbour foreshore. However, when a formal resolution was passed for the creation of the reserve, the notion of the foreshore parkland lots had been abandoned. The Council of the City of Sydney then acquired Lots 4 and 5 and Lot 6. The transfer of title took place on 20 May 1949.

An early sketch layout of the proposed park is dated 9 February 1950, as is an aerial perspective showing existing site conditions. The sketch investigating the park layout included expanses of lawn traversed by a path between Onslow and Billyard Avenues and partially enclosed by perimeter planting. A rockery mediated the slope in the north-eastern section and a pool with a statue in its centre was located in the north-western section of the park. The design of the park continued to evolve and in October 1950 Council approved the sum of £5,700 for its construction and completion. The new park was named in honour of Arthur McElhone during the year. The final plan was completed in January 1953. By this time Ilmar Berzins had been working on the project for up to eighteen months, although the exact time that his involvement commenced has not been ascertained.

Arthur Joseph McElhone (1868-1946) was the son of politician John McElhone and his wife Mary Jane, née Browne. He married Eva Catherine Walshe in 1897 and had two sons and two daughters; his son John Fitzroy McElhone also served on Council. McElhone was Alderman for Fitzroy Ward from December 1899 to December 1927 and was subsequently re-elected, serving from June 1930 to June 1946. When the incumbent Lord Mayor, Alfred Livingstone Parker, died in October 1935, McElhone briefly fulfilled the role from late October to December 1935. At various times he served as a member of the Board of Water Supply and the Metropolitan Water Sewerage and Drainage Board. He established a record as an Alderman, serving for 44 years other than a short period when the City of Sydney was controlled by a Commission. When the Sydney County Council was formed to take over the control and administration of the City Council's electricity undertaking, McElhone became one of its first chairmen. He was Councillor of the Sydney County Council between 1935 and 1937 and

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between 1942 and 1946, Chairman in 1937 and 1945, and Deputy Chairman between 1943 and 1944 and again in 1946.

At the time of his death, Arthur McElhone was the managing director of Nicholson's Pty Ltd. and the chairman of directors of the North Coast Steamship Company and the Eagle and Star Insurance Company Ltd. He was a director of the Royal Prince Alfred Hospital for 27 years and gave service to several other hospitals.

The maintenance of the Arthur McElhone Reserve was given high priority by the Council's Parks & Gardens Department and evidently only the best of the Department's gardeners were permitted to work there. This was reflected by gardening awards sponsored by The Sydney Morning Herald it received during the period when Sydney's Waratah Festival was staged, between 1956 and 1973:

... for the excellence of its design and plantings, augmented by showy displays of annuals in the front of some of its beds. That, combined with the launching by Lord Mayor Leo Port of the "Greening of Sydney" campaign in 1972, encouraged more extensive and larger plantings in the Reserve ... This lush, more exuberant planting was much loved by many, partly because it gave an increased sense of comfort and privacy ... but it also largely obscured views to Elizabeth Bay House from the central garden room of the Reserve (Mayne-Wilson & Associates, no pagination).

The title to the Reserve was transferred to the Council of the City of South Sydney around 1995. It has since returned to the City of Sydney.

Landscape consultant Warwick Maye Wilson, writing in 2001, noted that

In the past few years, Berzins' design has been incrementally altered, with much of the vegetation pruned back, and some of it replaced with smaller species. While the reduction in plant size and volume is consistent with Berzins' original design intentions, there has also been some loss of shade, screening and privacy. This has led to public criticism, to the point where Council recognised the need for a study to assess its essential character, and advise on how that should be maintained into the future. (Mayne Wilson & Associates, no pagination).

The reserve has indeed experienced some changes over time, particularly in relation to the ongoing changes to the vegetation where plantings, azaleas to the northern end and tree planting to the southern end that formed part of the Berzins plan were removed in the late 20th century. The effect of this removal was the reduction in the amenity of the Reserve where formerly a sense of enclosure was enjoyed from the surrounding apartments; the park was more exposed. The result was a number of complaints to South Sydney Council and a revised master plan was prepared by Warwick Mayne-Wilson around 2001 on behalf of Council and these and other concerns were addressed. The horticultural diversity that was a feature of the Berzins plan was retained and unsympathetic details such a sandstone edge to the pond was removed.

HISTORICAL THEMES

Australian Theme	State theme	Local theme
3. Developing local, regional and national economies	Environment – cultural landscape	Parks in the City of Sydney
3. Developing local, regional and national economies	Health	Well-being of local residents
4. Building settlements, towns and cities	Towns, suburbs and villages	Subdivision and townscape
8. Developing Australia's cultural life	Creative endeavour	Exemplar of public garden.
9. Marking the phases of life	Persons	Associations with Alexander Macleay's Elizabeth Bay estate and a seminal work of significant landscape architect Ilmar Berzins.

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HERITAGE SIGNIFICANCE ASSESSMENT	
Historic significance SHR criteria (a)	The Arthur McElhone Reserve is significant for its location within the visual curtilage of Elizabeth Bay House and the sensitive demonstration of modernist landscape design principles within that curtilage, which reflect respect and understanding of historic landscapes. The site was extensively developed to meet contemporary recreation needs. It is significant as a seminal park development initiated, designed and executed by the City of Sydney in the immediate post-World War II period in the City of Sydney. The Arthur McElhone Reserve fulfils this criterion at a Local level.
Historical association SHR criteria (b)	The site of the Arthur McElhone Reserve is associated with Alexander Macleay, being part of the grounds of Elizabeth Bay House. It was subsequently formed as a public park that in its name commemorates Arthur McElhone, a long serving alderman of the City of Sydney. It is associated with the landscape architect Berzins, demonstrating a high level of sensitivity to the broader setting of Elizabeth Bay House and the creation of a park that incorporates modernist concepts of landscape design. The Reserve meets this criterion at a State and Local level.
Aesthetic significance SHR criteria (c)	The Arthur McElhone Reserve is a rare intact landscape design of Ilmar Berzins that encompasses a number of significant features. It incorporates topographic changes of level, and its detailed design features a water feature and stone bridge and varied planting. The landscape design has a reliance on the underlying architectural layout of the Reserve that provides an integrity and structure to the modulation of the park as a whole. The park design respects the original setting of Elizabeth Bay House by ensuring that the relationship of the house and broader setting to the harbour is respected and enhanced while providing a high level of detailed landscape design and amenity to the park itself. International design ideas of the time by leading landscape architects such as Christopher Tunnard and others were applied by Berzins. The Reserve's location to the formal axis of Elizabeth Bay House forms an important interpretative tool in the understanding of the setting of the house and its relationship to its harbour setting. The Reserve demonstrates a sensitivity to this significant colonial setting by reinforcing Elizabeth Bay House's views to and from the harbour while recognising the park's role as an important public amenity in the provision of much needed open green space. The park demonstrates important landscape concepts of park design taking in modernist ideas of providing an internal setting of green spaces for the use and enjoyment for the public, the formation of access pathways, water feature and a pedestrian bridge over this water feature. The hard landscape elements are carefully detailed and constructed in sandstone, resulting in a long-lasting legacy for the form and shapes designed by Berzins. It is considered his most significant work for the City of Sydney. The planting character reflects a broad diversity and horticultural interest, consistent both with Alexander Macleay's broad and diverse interests in horticultural specimens, both Australian and exotic and Berzins intent of a horticulturally diverse planting scheme. The Reserve meets this criterion at a Local level.

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Social significance SHR criteria (d)	Arthur McElhone Reserve is understood to have great significance to residents and visitors to the locality because of its high level of visual amenity and as a valuable landscaped open recreational area. The Reserve meets this criterion at a local level.
Technical/Research significance SHR criteria (e)	The Arthur McElhone Reserve demonstrates the evolving landscape design in post-World War II Sydney that fused international design movements to a significant location within the visual curtilage of Elizabeth Bay House. The design demonstrates the intellectual approach of Berzins as a post-World War II immigrant and his training as a landscape designer that reflected international design trends of the day. The Reserve meets the criterion at a Local level.
Rarity SHR criteria (f)	The Arthur McElhone Reserve is a rare intact design of the significant landscape architect Ilmar Berzins and a rare intact example of advanced mid-twentieth century landscape design in the City of Sydney. The Reserve meets this criterion at a Local level.
Representativeness SHR criteria (g)	The Arthur McElhone Reserve is representative of mid-twentieth century landscape design expressed in the use of detailed sandstone walling and plant types. The design responds to the immediate visual curtilage of a significant colonial house by maintaining the prospect and views to the harbour from the house. The Reserve meets this criterion at a Local level.
Integrity	The overall form and key elements of the Reserve have retained a high level of integrity. The original horticultural intent has been retained.

RECOMMENDATIONS

Recommendations	• Manage the Arthur McElhone Reserve in accordance with Sydney LEP 2012 and Sydney DPC 2012. • The Arthur McElhone Reserve should be retained and conserved. It is a highly significant place, the original design of which reflected a strong Modernist character. Future works should take advantage of opportunities to reinstate lost elements and regain its early Modernist character. • The external form of the Arthur McElhone Reserve, any original spaces, fabric and finishes should be retained and conserved in any future development. • All conservation and new works should be undertaken in accordance with the Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter). • It is recommended that a Conservation Management Plan be prepared to guide future works and conservation at the place. A heritage impact statement should be prepared prior to any major works being undertaken. • Retain the Plaque above the Billyard Avenue stairs • Develop an Interpretation Strategy for the Reserve that reflects the history and development of the site.
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INFORMATION SOURCES

Type	Author/Client	Title	Year	Repository
Written	TKD Architects	Arthur McElhone Reserve, 1A Billyard Avenue, Elizabeth Bay Heritage Assessment		City of Sydney

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AUTHOR OF THIS REPORT	
TKD Architects	2026

DRAFT

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IMAGES

Image Caption	Late nineteenth century view of Elizabeth House from the east. The expansive open lawn in front of the house was famous from the 1840s onwards for its massed bulbs imported from the Cape of Good Hope. The lawn is now the site of the Arthur McElhone Reserve.
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Image Year	1895	Image author and Copyright Holder	Museums of History NSW Caroline Simpson Collection, record number 34391, Freeman & Co photograph
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IMAGES			
Image Caption		Aerial photograph from the 1920s of Elizabeth Bay House and grounds. What appears to be a tennis court was situated on a part of the grounds where the bulb-planted lawn was located.	
			
Image Year	Circa 1923	Image author and Copyright Holder	Source: State Library of NSW ON 447/Box 092, Milton Kent photograph.

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IMAGES

Image Caption

Portion of an aerial photograph from the 1930s showing the site of the McElhone Reserve as unformed ground and the dramatically reduced curtilage of Elizabeth Bay House.



Image Year

Circa 1935

Image author and Copyright Holder

State Library of NSW ON 447/Box 019, Milton Kent photograph.

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IMAGES			
Image Caption		View to Elizabeth Bay House from the site of the McElhone Reserve during construction of the landscaping works.	
			
Image Year	1954	Image author and Copyright Holder	Museums of History NSW Caroline Simpson Library & Research Collection PIC 1999/1, Barry Wollaston photograph.

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IMAGES			
Image Caption		Newly completed landscaping along Billyard Avenue.	
			
Image Year	1954	Image author and Copyright Holder	Source: City of Sydney Archives Unique ID A-00013998.

IMAGES			
Image Caption			
			
Image Year	1965	Image author and Copyright Holder	Source: City of Sydney Archives

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IMAGES			
Image Caption			
			
Image Year	1965	Image author and Copyright Holder	Source: City of Sydney Archives

Heritage inventory sheet

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IMAGES			
Image Caption			
			
Image Year	1980s	Image author and Copyright Holder	Source: City of Sydney Archives, UID A-00019663

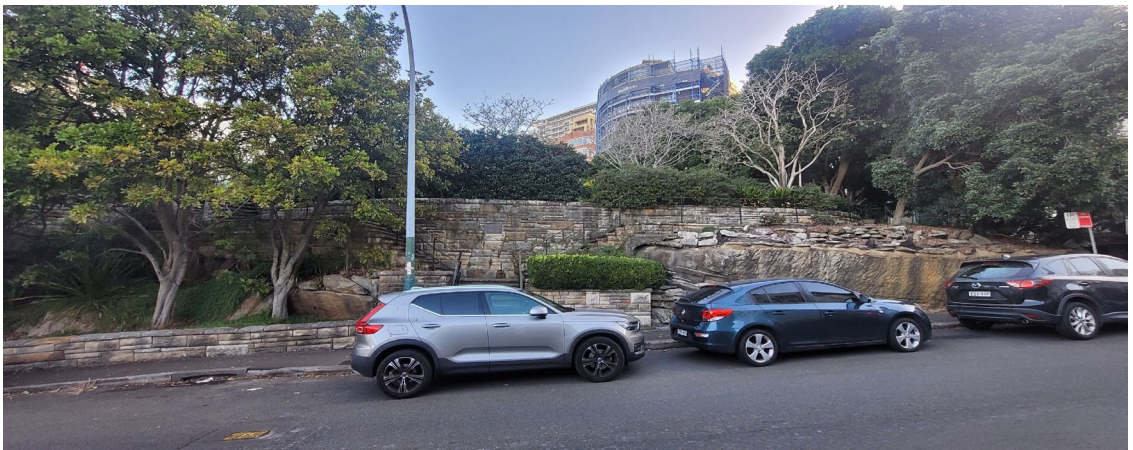
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IMAGES			
Image Caption		The Arthur McElhone Reserve viewed from the intersection of Onslow and Billyard Avenues.	
			
Image Year	2025	Image author and Copyright Holder	TKD Architects

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IMAGES			
Image Caption		The Arthur McElhone Reserve viewed from the northern side of Billyard Avenue.	
			
Image Year	2023	Image author and Copyright Holder	Taylor Brammer Landscape Architects

IMAGES			
Image Caption		View of the northern end of the Arthur McElhone Reserve.	
			
Image Year	2023	Image author and Copyright Holder	Taylor Brammer Landscape Architects

IMAGES			
Image Caption			
			
Image Year	2025	Image author and Copyright Holder	TKD Architects

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Image Year	2025	Image author and Copyright Holder	TKD Architects

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Image Year	2025	Image author and Copyright Holder	TKD Architects

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Image Caption			
			
Image Year	2025	Image author and Copyright Holder	TKD Architects

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IMAGES

Image Caption

Stone shelter and associated curved dwarf walls on Billyard Avenue, part of the original works associated with the Reserve.



Image Year

2025

Image author and Copyright Holder

TKD Architects