

Public Exhibition – Planning Proposal – Modern Movement Heritage Items – Sydney Local Environmental Plan 2012 Amendment

File No: X017182

Summary

Central Sydney contains one of the greatest concentrations of post-war Modern Movement buildings in New South Wales, designed to a very high standard between 1945 and 1975. This includes outstanding architecture and civic accomplishments in office buildings, churches, community, education and cultural buildings, public spaces, fountains and artworks. The Modern Movement represents one of the most significant and far-reaching twentieth century design aesthetics. For Sydney, the Modern Movement from 1945-1975 was an exciting and challenging architectural period that determined much of the present physical form of central Sydney. The dominance of modern office buildings from this period records the changing role of Australia in an international context and Sydney's new-found role as a major world financial centre during the 'Long Boom'. Examples of these buildings in central Sydney demonstrate the adaptation of the Modern Movement to local conditions, distinguishing them from other examples of this movement in the world.

The heritage value of twentieth-century architecture, as part of our more recent history, is often under-recognised. Few Modern Movement buildings from 1945-1975 are currently listed in central Sydney, and relatively few survive intact, as they continue to be demolished or irreversibly altered.

This planning proposal to list nine fine examples of modern post-war buildings and artworks is an opportunity to enhance the character and liveability of central Sydney, consistent with Council's draft Central Sydney Planning Strategy and the Greater Sydney Commission's Eastern City District Plan. The recommended listings are the result of the City of Sydney's Modern Movement heritage study completed in 2018.

In 2012, Council resolved to prepare a heritage study of modern architecture in central Sydney, in order to identify a representation of central Sydney's significant post-war architecture worthy of listing. Completed by TKD Architects in 2018, the study assessed the significance of modern architecture in the City of Sydney designed in the period of 1945 to 1975. From more than 110 modern post-war buildings noted in the study, the study recommends 14 buildings and artworks for investigation for potential listing as heritage items on Sydney Local Environmental Plan 2012. The heritage study is included at **Attachment B**.

Following review of this heritage study and further investigation, this report recommends approval of a planning proposal at **Attachment A** to consult land owners and the broader community for listing nine fine examples of Modern Movement buildings and artworks as heritage items on Sydney Local Environmental Plan 2012. These include:

- Sydney Masonic Centre, 279-283 Castlereagh Street, Sydney
- Former Sydney County Council Building, 552A-570 George Street, Sydney
- St Peter Julian's Catholic Church and Monastery, 637-645 George Street, Haymarket
- Town Hall House, 456 Kent Street, Sydney
- William Bland Centre, 229-231 Macquarie Street, Sydney
- MLC Centre, 19-35 Martin Place, Sydney
- Former Liverpool and London and Globe building, 62 Pitt Street, Sydney
- Former Horwitz House, 398-402 Sussex Street, Haymarket
- 'Earth Mother' play sculpture, Yurong Parkway, Cook and Phillip Park, Sydney

These Modern Movement examples of architecture and art satisfy the Heritage Council criteria of local heritage significance for local listing, as assessed in the heritage inventories at **Attachment C**. The significance of these buildings can still be reasonably appreciated; in terms of having sufficient integrity, comparative value within the local area, and a significance that is maintained in approved or advanced plans. Two of these are Council-owned assets: Town Hall House and the 'Earth Mother' play sculpture.

Progressing local heritage listing for these proposed heritage items will ensure the local heritage significance of this Modern Movement architecture and art is appropriately considered and maintained as part of future plans or redevelopment. If these nine items are listed, it will better recognise a significant period of post-war Modern Movement architecture on Sydney's local heritage schedule. Listing will encourage the retention and continued use of these distinctive place-makers, and their contribution to the character, diversity and liveability of central Sydney. As central Sydney heritage items, eight of the buildings will also be potentially eligible for heritage floor space awards, incentivising their conservation, and increasing the potential floor space available to use in other central Sydney developments.

Recommendation

It is resolved that:

- (A) Council approve the Planning Proposal - Central Sydney Modern Movement Heritage Items, shown at **Attachment A** to the subject report, for submission to the Greater Sydney Commission with a request for a Gateway Determination;
- (B) Council approve the Planning Proposal - Central Sydney Modern Movement Heritage Items, for public exhibition, supported by the Modern Movement Architecture in Central Sydney Heritage Study Review, shown at **Attachment B** to the subject report, and Heritage Inventories for Recommended Heritage Items, shown at **Attachment C** to the subject report;
- (C) authority be delegated to the Chief Executive Officer to make any minor variations to the planning proposal following receipt of the Gateway Determination; and
- (D) Council seek authority from the Greater Sydney Commission to make the amendment to Sydney Local Environmental Plan under Section 3.31(3)(c) of the Environmental Planning and Assessment Act 1979 as set out in the Planning Proposal - Central Sydney Modern Movement Heritage Items, shown at **Attachment A**.

Attachments

- | | |
|----------------------|---|
| Attachment A. | Planning Proposal - Central Sydney Modern Movement Heritage Items |
| Attachment B. | Modern Movement Architecture in Central Sydney Heritage Study Review (Note: due to its size, Attachment B will be circulated in electronic format only. It will be available for viewing on Council's website.) |
| Attachment C. | Heritage Inventories for Recommended Heritage Items (Note: due to its size, Attachment C will be circulated in electronic format only. It will be available for viewing on Council's website.) |

Background

Site identification

1. This proposal relates to the following places within central Sydney, as described and mapped in the planning proposal at **Attachment A**:
 - (a) Sydney Masonic Centre, 279-283 Castlereagh, Sydney;
 - (b) Former Sydney County Council Building, 552A-570 George Street, Sydney
 - (c) St Peter Julian's Catholic Church and Monastery, 637-645 George Street, Haymarket;
 - (d) Town Hall House, 456 Kent Street, Sydney;
 - (e) William Bland Centre, 229-231 Macquarie Street, Sydney;
 - (f) MLC Centre, 19-35 Martin Place, Sydney;
 - (g) Former Liverpool and London and Globe building, 62 Pitt Street, Sydney;
 - (h) Former Horwitz House, 398-402 Sussex Street, Haymarket; and
 - (i) 'Earth Mother' play sculpture, Yurong Parkway, Cook and Phillip Park, Sydney.

Value for modern architecture

2. The heritage value of twentieth-century architecture, as part of our more recent history, is often under-recognised, and the subject of public debate. Over the past 10 or more years, community understanding about the heritage value of contemporary twentieth-century architecture has developed. At the same time, greater research of contemporary architecture has been completed to better understand and measure its heritage value.
3. In 2007, Sydney's first building to gain world heritage status was an exemplar of the Modern Movement, the 1973 Sydney Opera House. This global recognition raised awareness about Sydney's modern heritage.
4. In 2009, the national heritage committee known as the Australia International Council on Monuments and Sites (ICOMOS), held a conference focussed on modern heritage. From 2013, Australia ICOMOS published the "(un)loved modern" series, which notably features Town Hall House on the cover for its first volume.
5. In 2013, the Heritage Council of NSW completed a thematic history of the 'Modern Movement' in NSW, believed to be the first State-wide heritage study of contemporary architecture in the State. The NSW thematic study investigates Modern Movement architecture and landscape design to better understand its extent, importance and historical and global context.

6. The NSW study found that the Modern Movement produced some of the twentieth century's most significant architecture. It described the Modern Movement as based on progressive European and American architectural ideals from the period from 1900 to 1940. Avant-garde art and architecture movements of this period included Futurism in Italy, Constructivism in Russia, Expressionism and the Bauhaus school of design in Germany, and De Stijl in Holland. Advanced American thought was represented by the architecture of Frank Lloyd Wright. Architects of this movement saw themselves as reformers, reacting to social, political and economic upheaval during the late nineteenth and early twentieth centuries, resulting from causes such as industrialisation and the shattering impact of World War One. The influence of this movement and its philosophy spread around the world.
7. The NSW study describes the Modern Movement as including geometric architectural styles that matured in Australia predominantly between 1910 and 1970, including the styles known as modern, International, brutalist, Sydney School, amongst others, linked by their progressive philosophies or ideals derived from Europe and America.
8. The NSW study did not recommend buildings for listing or other means of protection at the state or other level. Few modern buildings are legally listed as part of our recognised heritage. Today, within central Sydney only five stand-alone buildings from 1945-1975 are listed on the State Heritage Register, National Heritage List or World Heritage List. These include Liner House, Qantas House, Sydney Opera House, Circular Quay and Martin Place railway stations.

Planning background

9. On 14 May 2012, Council requested the City to commence a heritage study review of central Sydney modern buildings built after World War Two. Council resolved to prepare this study in response to increasing development pressure on central Sydney's post-war architecture of potential heritage significance, and to provide certainty in the development process. The primary purpose of this heritage study is to identify a representation of central Sydney's significant post-war architecture that is worthy of listing.
10. In 2013, the City commissioned TKD Architects to complete the City of Sydney's study. Completed in stages by 2018, the City of Sydney's heritage study report is included at **Attachment B**. This report attaches 14 buildings and artworks as potential heritage items located in central Sydney and designed in the period of 1945-1975, to investigate for listing. This listing investigation is described further below.
11. As of 2018, the City of Sydney has listed a total of ten Modern Movement buildings from 1945-1975 as heritage items in central Sydney, out of 300 listed buildings in central Sydney on Sydney Local Environmental Plan 2012. As noted above, five of these ten listed modern buildings have a higher level of State or world significance through their listing on State or world lists.

Study area and scope

12. The heritage study investigates the significance of Modern Movement architecture within the geographic limits of central Sydney and the design period of 1945 to 1975. The study area comprises the central business district and parkland within the City of Sydney's planning jurisdiction, zoned as B8-Metropolitan Centre or RE1-Public Recreation in Sydney Local Environmental Plan 2012, as shown in the map at **Figure 1**. For the purpose of this study, the design completion year is based on date the development was approved.

13. As a focussed thematic study, this study does not seek to assess all examples of Modern Movement architecture or to identify a complete list of buildings worthy of listing. Modern Movement architecture is currently found before and after the study period of 1945-1975 and beyond the study area of central Sydney. Public understanding of, and value for, more recent architecture can also evolve over time, as further information is uncovered, buildings gain historical layers and connections, or become rarer still. Therefore, further Modern Movement architecture and artworks, in addition to the nine that are the subject of this planning proposal, may be identified within the Council area as worthy for listing in the future.

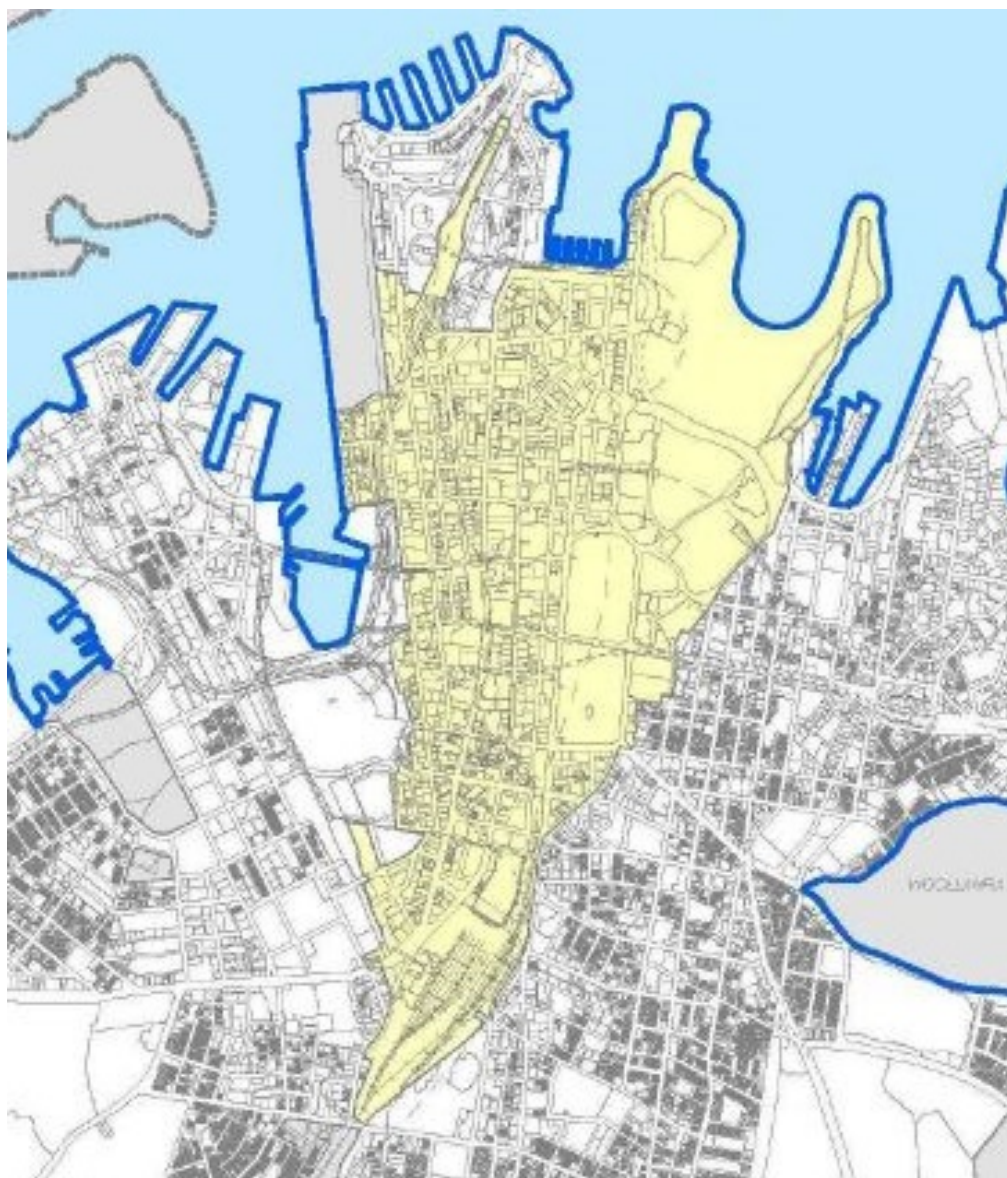






Figure 1: Study area shaded yellow




Key Implications



14. The heritage study report is included at **Attachment B**. This study identifies the Modern Movement as one of the most significant and far-reaching twentieth century design aesthetics. For Sydney, the Modern Movement from 1945-1975 was an exciting and challenging architectural period that determined much of the present physical form of central Sydney. The dominance of modern office buildings from this period records the changing role of Australia in an international context and Sydney's new-found role as a major world financial centre during the 'Long Boom'.
15. Central Sydney contains one of the greatest concentrations of Modern Movement buildings in the state, designed and built to a very high standard. This includes outstanding architecture and civic accomplishments in office buildings, churches, community, education and cultural buildings, public spaces, fountains and artworks. Architecturally, surviving examples of the Modern Movement in central Sydney also demonstrate the adaptation of the Modern Movement to local conditions, distinguishing them from Modern Movement buildings in other parts of the world.
16. It is now more than 60 years since the earliest buildings noted in this study were conceived. A large number of buildings from this period in central Sydney, including many innovative buildings of exceptional architectural quality, have been demolished. Others have been modified to an unrecognisable extent. This underscores the need for their identification and, where appropriate, protection.
17. From more than 110 modern post-war buildings within central Sydney noted in the heritage study, the study recommends investigating 14 buildings and artworks for potential listing as heritage items on Sydney Local Environmental Plan 2012.
18. The study includes further recommendations to celebrate and protect Modern Movement architecture. One of these for a self-guided walking tour of Modern Movement architecture and artworks has already been implemented through City of Sydney's development of its first architectural walking tour in its "Culture Walks" app for mobile devices. Named "Modern", this tour was released in the free app in 2016.

Planning proposal

19. Following City review of this heritage study and recommendations, along with further investigation, this planning proposal at **Attachment A**, proposes that the land owners and the broader community are consulted for listing the following nine heritage items:

	Name/address	Overview	
1	Sydney Masonic Centre 279-283 Castlereagh Street, Sydney	Brutalist-style Masonic hall & Mona Hessing artwork, built 1978, designed by Joseland & Gilling architects. The Civic Tower office building was constructed in 2004.	
2	Former Sydney County Council Building 552A-570 George Street, Sydney	Late Twentieth Century International style office building, built 1968, designed by Fowell, Mansfield & Maclurcan architects.	
3	St Peter Julian's Catholic Church and Monastery 637-645 George Street, Haymarket	Post-world war II ecclesiastical architecture, built 1964 designed by architect, Terence Daly (c1921-c1999).	
4	Town Hall House 456 Kent Street, Sydney	Brutalist-style civic office building, built 1977, designed by architect, Ken Woolley (1933-2015).	

	Name/address	Overview	
5	William Bland Centre 229-231 Macquarie Street, Sydney	Post-war International-style office building, built 1960, designed by Hans Peter Oser & Associates architects.	
6	MLC Centre 19-35 Martin Place, Sydney	Modernist-style multi-use complex with office tower, theatre, other buildings, plazas and artworks, built 1977, designed by architect, Harry Seidler (1923-2006), and engineer, Pier Luigi Nervi (1891-1979).	
7	Former Liverpool & London & Globe building 62 Pitt Street, Sydney	Late twentieth-century International style office building, built 1962, designed by Spain, Cosh & Stewart architects.	

	Name/address	Overview	
8	Former Horwitz House 398-402 Sussex Street, Haymarket	Modern Movement office building built 1956, designed by architect, Harry Seidler (1923-2006).	
9	'Earth Mother' play sculpture Yurong Parkway, Cook & Phillip Park, Sydney	Organic concrete playground sculpture, completed 1952, by artist, Anita Aarons (1912-2000).	

20. These represent key typologies of the post-war Modern Movement architecture in central Sydney of office, religious and community buildings and public art, constructed for either public or private use. Two of these are Council-owned assets: Town Hall House and the Phillip Park play sculpture. The others are privately-owned.
21. As listing seeks to conserve the heritage significance of places as a whole, the recommended item names specify that significant interiors are included, consistent with the convention for existing item listings in the local environment plan. This is in accordance with the directions contained in the Standard Instrument (Local Environmental Plans) Order 2006, which require the item name to briefly describe significant features, including interiors. Listing building interiors does not prevent internal alterations or change of use, but ensures impacts on significant internal features are assessed and new works are integrated with existing features when major changes are proposed.
22. Significant interiors for these office and community buildings generally include interiors with original design quality or fabric, such as entrance foyers, halls, lift lobbies, stairs, meeting or event rooms and gathering spaces, some with original art installations and exposed structural features. It excludes interiors with no significance, such as non-original office or service room fit-outs. They will differ for each item. Significant interiors can be identified in more detail for each item through preparation of a heritage assessment or conservation management plan.
23. The items are described further in the supporting information contained in the heritage inventories. The non-statutory heritage inventories can continue to be updated, before or after listing, as new information becomes available, such as through completion of a conservation management plan.
24. The intactness or significance of listed components of the recommended heritage item are assessed in more detail at the development assessment stage, when a statement of heritage impact or conservation management plan is prepared.

25. No changes to the development standards are proposed for the sites recommended for listing. Council can approve alterations and additions to heritage items through the normal development application process. This development assessment process reviews the heritage impacts and other planning outcomes when specific building changes are proposed.
26. A minor heritage map update is also included in the planning proposal because it relates to a building adjoining the proposed heritage item of Town Hall House. This update removes the brown shading for the footprint of St Andrews House. The building of St Andrews House is not currently or proposed for listing in Schedule 5 of SLEP 2012 as a heritage item. The land of St Andrews House is shaded brown in the heritage map because it is part of the land of the listed Sydney Square. This map update does not alter the listing status of St Andrew's House or Sydney Square.

Assessment of significance for listing

27. The Heritage Council of NSW guideline outlines seven criteria of local heritage significance to determine whether an item warrants local listing. Only one of these seven criteria needs to be satisfied at the local level for local heritage listing. The above architecture and artworks satisfy one or more of these Heritage Council criteria of local heritage significance for local listing, as assessed in the heritage inventories at **Attachment C**.
28. The City investigation considered further criteria to identify the buildings and artworks which warrant consideration for listing in this planning proposal. These criteria are used to establish the buildings and art which have a local heritage significance that can still be reasonably appreciated. The nine buildings and artworks meet these criteria, in terms of having sufficient integrity, comparative value within the local area, and a significance that is maintained in approved or advanced plans.
29. Previously approved developments for the buildings and artworks enable the significance of these places to still be appreciated. Retention of these will align with the draft Central Sydney Planning Strategy as discussed further below.
30. If listed, eight of the additional buildings or complexes will also potentially be eligible for heritage floor space awards, thereby incentivising their conservation. It will also increase the potential heritage floor space supply available.
31. The other five buildings recommended within the study included at **Attachment B** do not satisfy all the above criteria at this time and therefore are not included in the planning proposal. This does not preclude their future listing consideration. The study recommendations not included in the subject planning proposal are for:
 - (a) Berger House at 82-88 Elizabeth Street;
 - (b) Christie Centre at 3 Spring Street;
 - (c) Domain Parking Station at Sir John Young Crescent; Standard Chartered House at 1-7 Castlereagh Street; and
 - (d) Supreme Court Hospital Road Court Complex at 10 Macquarie Street.

32. While the Domain Parking Station does not meet the above criteria on the basis of existing information, more detail is required to assess the car park's comparative value within the context of other City Architects projects. The public works of City Architects Branch is a gap in existing research. Further research of surviving examples of City Architects' works and their significance may establish the building is worthy of listing consideration.
33. Progressing local heritage listing for the nine proposed heritage items will ensure the local heritage significance of this Modern Movement architecture and art is appropriately considered and maintained as part of future plans or redevelopment. The inventories included in **Attachment C**, summarising the history and significance of the buildings or other features, provide guidance to assist land owners with future development and management of these sites and structures.

Gateway Determination

34. The planning proposal recommends that the heritage listing of these items proceed for public exhibition following receipt of a Gateway Determination from the Greater Sydney Commission.
35. Should Council and the Central Sydney Planning Committee endorse the attached planning proposal for exhibition and consultation, it will be forwarded to the Greater Sydney Commission in accordance with the Environmental Planning and Assessment Act 1979. The Greater Sydney Commission, or its delegate in the Department of Planning and Environment, will then provide a Gateway Determination to either proceed – with or without variation – to consultation, or to resubmit the planning proposal.
36. Public exhibition of the planning proposal would then commence. The outcomes of the public exhibition would then be reported back to Council and the Central Sydney Planning Committee.

Delegation of Minister's plan-making functions

37. In October 2012, the Minister for Planning and Infrastructure delegated his plan-making functions to councils to improve the local plan-making process. In December 2012, Council resolved to accept the delegation. Following the making of the Greater Sydney Commission Act 2015 in January 2016, the Minister's delegation is now taken to mean the Greater Sydney Commission's delegation.
38. Council needs to receive an authorisation on a case-by-case basis to exercise the delegation. The authorisation is given through the gateway process and may be for spot re-zonings consistent with surrounding zones and matters of local significance. Exercising the delegation means a faster plan-making process.
39. The report recommends Council seek authority to exercise the delegation of the Greater Sydney Commission for of all his functions under Section 3.31(3)(c) of the Environmental Planning and Assessment Act 1979, to make the plan as set out in the planning proposal at **Attachment A**.

Strategic Alignment - Eastern City District Plan

40. The Eastern City District Plan completed by the Greater Sydney Commission in March 2018 is a 20 year plan to manage growth in the context of economic, social and environmental matters. The district plan identifies 22 planning priorities and associated actions that support a liveable, productive and sustainable future for the district. This planning proposal gives effect to the following key planning priority and actions:

Liveability Planning Priority E6 – Creating and renewing great places and local centres, and respecting the District's heritage

Action 26 - Identify, conserve and enhance environmental heritage by:

- (a) engaging with the community early in the planning process to understand heritage values and how they contribute to the significance of the place*
 - (b) applying adaptive re-use and interpreting heritage to foster distinctive local places*
 - (c) managing and monitoring the cumulative impact of development on the heritage values and character of places.*
41. This priority seeks to enhance the district's liveability by identifying, conserving and enhancing the heritage place-makers in local centres and neighbourhoods. The district plan notes that heritage buildings contribute to an area's sense of place, its distinctive character, and diversity of built form and uses, and bring people together. Conserved heritage buildings are some of the attributes of liveable great places acknowledged in this plan, which attract residents, workers, visitors, enterprise and investment into centres.
42. By consulting with the community to consider the nine buildings, complexes and artworks of assessed local heritage significance, this planning proposal will address the district plan by encouraging the retention and continued use of these place-makers, as part of the distinctive identity of central Sydney.

Strategic Alignment - Sustainable Sydney 2030 Vision

43. 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 SS2030 strategic directions and objectives:
- (a) Direction 7 – A Cultural and Creative City. The planning proposal identifies nine buildings and artworks as a local heritage item, allowing the buildings or art to be retained and allowing present and future generations to understand the breadth of Australia's architectural heritage into the late twentieth century. The identification will ensure any future development of the buildings or art considers the heritage value and significance of the site and encourages its sympathetic adaptive re-use.

Strategic Alignment - Draft Central Sydney Planning Strategy

44. Listing and retention of the eight buildings is compatible with the objects of Council's draft Central Sydney Planning Strategy which seeks to facilitate growth in a way that maintains central Sydney's identity, including its heritage items and sunlight access to public places.

45. The retention of the eight buildings will not impede delivery of the 2.9 million square metres of additional employment floor space unlocked under the draft Central Sydney Planning Strategy.
46. Opportunities under the Strategy for the identified sites will be considered against the criteria and guidelines established in the Strategy. Amalgamated site developments, as encouraged through the strategy for smaller sites, could redistribute the potential additional floor space of heritage items and identify suitable uses for the retained building/s.

Budget Implications

47. Town Hall House and the 'Earth Mother' sculpture are owned and managed by the City of Sydney. These are actively maintained assets with existing budgets. The City already takes into account the assessed heritage value of Town Hall House in its management, including previous consultation with the architect, the late Ken Woolley, about building conservation and alterations, and completion of a conservation management plan. The sculpture is located on land that is already listed as part of the Cook and Phillip Park heritage item.
48. Listing these features will have some budget implications for preparation of development applications when Council's consent is required for building alterations. The development application process ensures building alterations continue to be reviewed and guided by appropriate specialists. Balanced with these costs are the potential benefits due to the applicable conservation incentives, including potential to access heritage floor space awards.

Relevant legislation

49. The Environmental Planning and Assessment Act 1979.
50. The Environmental Planning and Assessment Regulation 2000.
51. The Heritage Act 1977.

Critical dates/ timeframes

52. The Gateway notice issued by the Greater Sydney Commission will determine the length of time for public exhibition, and the timeframe for the completion of the Local Environmental Plan amendment process.

Public consultation

53. The public authority consultation and exhibition process for the planning proposal will be subject to the conditions on the Gateway Determination issued by the Greater Sydney Commission. The consultation will take place in accordance with the Gateway Determination under section 3.34 of the Environmental Planning and Assessment Act 1979 and the relevant provisions of the Environmental Planning and Assessment Regulation 2000.

54. A 28 day public exhibition is recommended with notification:
- (a) on the City of Sydney website;
 - (b) in newspapers that circulate widely in the City of Sydney local government area;
and
 - (c) in writing to the owners, the adjoining landowners, relevant community groups,
and the surrounding community in the immediate vicinity of the sites.
55. Following any public authority consultation and public exhibition, the outcomes will be reported to Council.

GRAHAM JAHN, AM

Director City Planning, Development and Transport

Claudine Loffi, Senior Specialist Planner (Heritage)