

### Item 3.

#### **Public Exhibition - Planning Proposal - Modern Residential Flat Buildings, Powerhouse Museum and Oxford Street LGBTIQ+ Heritage Items - Sydney Local Environmental Plan 2012 Amendments**

**File No:** X109515, X098649, X091578

#### **Summary**

Sydney has many layers of history and culturally significant places, landscapes and buildings. These places, landscapes and buildings, from our distant and recent past, tell the story of Sydney and contribute to its liveability, environment and economy.

As the City of Sydney (the City) grows and develops, we face several challenges in protecting and maintaining our historical and cultural heritage, while also accommodating change. Our planning controls assist us in balancing these challenges. For over 75 years, the City has been at the forefront of heritage conservation and management. Our planning controls are already informed by a deep but growing understanding of cultural and heritage significance.

This report proposes the public exhibition of 3 planning proposals to amend the City's Sydney Local Environmental Plan 2012 (SLEP 2012).

The first is Planning Proposal - Modern Residential Flat Buildings Heritage Items, which proposes to amend the SLEP 2012 by including nine new buildings as local heritage items under Schedule 5, Part 1.

The second is Planning Proposal - Oxford Street LGBTIQ+ Heritage Items, which proposes to amend the SLEP 2012 by including 3 new buildings as local heritage items under Schedule 5, Part 1.

The third is Planning Proposal - Powerhouse Museum Heritage Item Amendment, which proposes to amend the Powerhouse Museum's existing SLEP 2012 heritage listing to ensure its significance is adequately recognised and managed into the future.

This report recommends that Council approve the public exhibition of the proposed amendments to the City's planning framework and seek a gateway determination for the 3 planning proposals from the Department of Planning, Housing and Infrastructure which will enable the City to place the amendments on public exhibition.

## Recommendation

It is resolved that:

- (A) Council approve the Planning Proposal - Modern Residential Flat Buildings Heritage Items, shown at Attachment A to the subject report, for submission to the Department of Planning, Housing and Infrastructure with a request for a gateway determination;
- (B) Council approve the Planning Proposal - Modern Residential Flat Buildings Heritage Items as shown at Attachment A for public authority consultation and public exhibition in accordance with any conditions imposed under the gateway determination;
- (C) Council seek authority from the Department of Planning, Housing and Infrastructure to exercise the delegation of all the functions under section 3.36 of the Environmental Planning and Assessment Act 1979 to make the local environmental plan and to put into effect the Planning Proposal - Modern Residential Flat Buildings Heritage Items;
- (D) authority be delegated to the Chief Executive Officer to make any minor variations to the Planning Proposal - Modern Residential Flat Buildings Heritage Items to correct any drafting errors or to ensure consistency with the gateway determination;
- (E) Council approve the Planning Proposal - Oxford Street LGBTIQA+ Heritage Items, shown at Attachment B, to the subject report, for submission to the of Planning, Housing and Infrastructure with a request for a gateway determination;
- (F) Council approve the Planning Proposal - Oxford Street LGBTIQA+ Heritage Items as shown at Attachment B for public authority consultation and public exhibition in accordance with any conditions imposed under the gateway determination;
- (G) Council seek authority from the Department of Planning, Housing and Infrastructure to exercise the delegation of all the functions under section 3.36 of the Environmental Planning and Assessment Act 1979 to make the local environmental plan and to put into effect the Planning Proposal - Oxford Street LGBTIQA+ Heritage Items;
- (H) authority be delegated to the Chief Executive Officer to make any minor variations to the Planning Proposal - Oxford Street LGBTIQA+ Heritage Items to correct any drafting errors or to ensure consistency with the gateway determination;
- (I) Council approve the Planning Proposal - Powerhouse Museum Heritage Item Amendment, shown at Attachment C to the subject report, for submission to the Department of Planning, Housing and Infrastructure with a request for a gateway determination;
- (J) Council approve the Planning Proposal - Powerhouse Museum Heritage Item Amendment as shown at Attachment C for public authority consultation and public exhibition in accordance with any conditions imposed under the gateway determination;

- (K) Council seek authority from the Department of Planning, Housing and Infrastructure to exercise the delegation of all the functions under section 3.36 of the Environmental Planning and Assessment Act 1979 to make the local environmental plan and to put into effect the Planning Proposal - Powerhouse Museum Heritage Item Amendment; and
- (L) authority be delegated to the Chief Executive Officer to make any minor variations to the Planning Proposal - Powerhouse Museum Heritage Item Amendment to correct any drafting errors or to ensure consistency with the gateway determination.

### **Attachments**

- Attachment A.** Planning Proposal - Modern Residential Flat Buildings Heritage Items
- Attachment A1.** Modern Residential Flat Buildings - Targeted Heritage Study (GML Heritage)
- Attachment A2.** Draft Inventory Sheet - 3 Wylde Street, Potts Point - Gateway
- Attachment A3.** Draft Inventory Sheet - 40–44 Victoria Street, Potts Point - Gemini
- Attachment A4.** Draft Inventory Sheet - 5 Onslow Avenue, Elizabeth Bay - St Ursula
- Attachment A5.** Draft Inventory Sheet - 108 Elizabeth Bay Road, Elizabeth Bay - Oceana
- Attachment A6.** Draft Inventory Sheet - 12 Ithaca Road, Elizabeth Bay - Ithaca Gardens
- Attachment A7.** Draft Inventory Sheet - 41–49 Roslyn Gardens, Elizabeth Bay - Bayview
- Attachment A8.** Draft Inventory Sheet - 50–58 Roslyn Gardens, Rushcutters Bay - Aquarius
- Attachment A9.** Draft Inventory Sheet - 74–76 Roslyn Gardens, Rushcutters Bay - Roslyn Gardens
- Attachment A10.** Draft Inventory Sheet - 1-5 Clement Street, Rushcutters Bay
- Attachment A11.** Heritage Assessment - 15 Wylde Street, Potts Point - Denison
- Attachment A12.** Heritage Assessment - 100 Elizabeth Bay Road, Elizabeth Bay - International Lodge
- Attachment A13.** Heritage Assessment - 80 Elizabeth Bay Road, Elizabeth Bay - Bay Apartments
- Attachment A14.** Heritage Assessment - 19 Ithaca Road, Elizabeth Bay - The Reef
- Attachment A15.** Heritage Assessment - 85-91 Elizabeth Bay Road, Elizabeth Bay - Ercildoune
- Attachment A16.** Heritage Assessment - 51-59 Roslyn Gardens, Rushcutters Bay - The Tor

- Attachment B.** Planning Proposal - Oxford Street LGBTIQA+ Heritage Items
- Attachment B1.** Oxford Street LGBTIQA+ Heritage Assessment Report (TKD Architects)
- Attachment B2.** Draft Inventory Sheet - 134 Oxford Street, Darlinghurst - Oxford Hotel
- Attachment B3.** Draft Inventory Sheet - 124 (part of 124-128 Oxford Street) Oxford Street, Darlinghurst - Palms Hotel
- Attachment B4.** Draft Inventory Sheet - 85-91 Oxford Street, Darlinghurst – Universal
- Attachment C.** Planning Proposal - Powerhouse Museum Heritage Item Amendment
- Attachment C1.** Powerhouse Museum Heritage Assessment Report (Lovell Chen)
- Attachment C2.** Draft Inventory Sheet - Powerhouse Museum and interiors

## Background

### *Planning Proposal - Modern Residential Flat Buildings Heritage Items*

1. Since 2019, there has been considerable interest from current and former City of Sydney Councillors, community members and community groups to have the heritage significance of Modern (1945-1975) Residential Flat Buildings recognised through a local heritage listing or changes to their contribution status on the Sydney Development Control Plan 2012.
2. In response, the City of Sydney engaged independent experts Godden Mackay Logan (GML) to assess the heritage significance of a targeted selection of 18 Modern Residential Flat Buildings in Potts Point, Elizabeth Bay and Rushcutters Bay to determine their potential for heritage listing. This occurred in 2 stages (Stage 1 and Stage 2).
3. For Stage 1 of the project, GML prepared a preliminary heritage assessment for each of the 18 buildings. Through this process, it was decided that only 15 buildings warranted further heritage investigation.
4. For Stage 2 of the project, work involved detailed heritage assessments for the 15 potentially locally significant buildings.
5. Throughout Stage 2, the City of Sydney notified property owners of the heritage investigation by letter and email. Notifications were sent to each building's respective Strata Managers or Strata Committee Secretary. Notifications included requests to engage with property owners to discuss the heritage study, heritage listing process and carry out site visits.
6. City of Sydney staff and members of the GML team met with Strata Committee and Owners Corporation representatives from nine of the fifteen buildings. These meetings took place at the buildings or online.
7. Through the Stage 2 heritage assessments, GML identified nine buildings that met the threshold for local significance under the NSW heritage assessment criteria (2023) and warranted inclusion as individual items on the SLEP 2012. Summaries of these assessments are presented below and at Attachments A2-A10.

### **3 Wylde Street, Potts Point – 'Gateway'**

8. The heritage assessment concluded that Gateway meets the threshold for local significance in terms of:
  - (a) Criterion (b) Historical association: The Gateway has strong associations with Douglas Forsyth Evans, an accomplished architect who designed several noteworthy apartment projects in the postwar period. The Gateway is a good example of Forsyth Evans' work and provides evidence of his design principles, response to context and willingness to experiment with new technological advances of the period. The Gateway also has some significance for its association with Sydney Fischer, a prominent property developer of the period.

- (b) Criterion (c) Aesthetic / creative / technical achievement: The Gateway is aesthetically distinct and of high design quality. The design of the building—its siting on a narrow site, its irregular form and planning of corridors and units, the configuration of the internal layouts and its fenestration—demonstrates Forsyth Evans' inventiveness in planning and ability to engage with challenging sites. The external elevations have a unique presentation with projecting slabs painted white, red textured face brickwork, and a regular fenestration pattern with blue spandrel panels. Combined with its distinctive entrance hood, mural and foyer the building contributes positively to the streetscape of the Potts Point peninsula.

The entryway sequence with angled concrete hood, cast concrete lettering, stone crazy paving, and distinctive Kurt Norden mural etched into sandstone, is considered to have particular aesthetic significance. The Gateway also has some technical significance as an early example of the use of lift-slab construction techniques in Australia..

- (c) Criterion (g) Representative: The Gateway is a good and intact representative example of the work of Douglas Forsyth Evans and of 1960s apartment buildings in the Potts Point area more generally. It is one of a group of significant apartments designed by Forsyth Evans during the 1950s and 1960s. The Gateway is important in demonstrating principal characteristics of Forsyth Evans' designs, including an individual response to the site, innovation in construction technologies, linear planning with a single-sided gallery circulation and façade treatments utilising projecting slabs, large areas of glazing and red textured brick walling.

Developed on a difficult site with expansive harbour views, The Gateway also represents the increase in harbourside apartment developments in the Potts Point and Elizabeth Bay areas during the 1950s and 1960s. Largely intact, The Gateway, particularly its entrance features, mural and foyer, is able to demonstrate this significant period in the evolution of the local area.

9. The targeted heritage study concluded that Gateway meets the threshold for local heritage significance for its historical, aesthetic and representative values and warrants potential listing as a heritage item on the SLEP 2012.

#### **40-44 Victoria Street, Potts Point – 'Gemini'**

10. The heritage assessment concluded that Gemini meets the threshold for local significance in terms of:
- (a) Criterion (a) Historical significance: Gemini has historic significance as an innovative example of high-rise housing developed in the Elizabeth Bay and Potts Point area during the 1950s and 1960s. Its construction as compact studios, and later use as a motel, is able to demonstrate an important phase in the historical and social development of the area.
- (b) Criterion (b) Historical association: Gemini is associated with architect Harry Seidler, one of the most significant modernist architects in Australia, who has made an important contribution to the development of Australia's built environment. As a noteworthy apartment project of the 1960s Gemini has strong associations with the architect. Gemini has some significance for its association with developers Horwitz Corporation as an example of their apartment developments within the local area and as an example of their collaborations with Harry Seidler.

Criterion (c) Aesthetic / creative / technical achievement: Gemini shows innovations in planning and construction that make it a noteworthy example of a late 1950s–1960s modernist apartment building. Gemini displays typical elements of the work of architect Harry Seidler during the 1960s. It shares aesthetic characteristics with some of Seidler’s most notable projects including Blues Point Tower and Village Towers (Arlington), which demonstrate distinctive aesthetic attributes in form and composition.

Gemini also has unique aspects in its design and construction that demonstrate creative and technical excellence, innovation and achievement. In its construction, planning and detailing it demonstrates Harry Seidler’s progressive development of design prototypes applied across multiple projects. Its expression of structure, regular façade arrangement, use of raw materials and spare planning with a concern for natural light, sun shading, and ventilation are all typical of Seidler’s highly acclaimed architecture. Gemini has been widely published and is a noteworthy example of the work of an important designer. The original design and structure are largely intact, with minimal alterations visible to the exterior of the buildings.

- (d) Criterion (d) Social, cultural and spiritual: Gemini is listed on the Australian Institute of Architects (NSW Chapter) Register of Significant Architecture, indicating that it has importance to architects and the design community more generally.
- (e) Criterion (e) Research potential: Gemini is listed on the Australian Institute of Architects (NSW Chapter) Register of Significant Architecture, indicating that it has importance to architects and the design community more generally. expanded over an 8-year period it is able to demonstrate important elements in architectural innovation. Gemini is an important example of Seidler’s early apartment design and can contribute to knowledge about the evolution of housing in Australia and the work of Harry Seidler.
- (f) Criterion (g) Representative: Gemini is considered to have representative significance as one of a group of 1960s apartment projects designed by Harry Seidler & Associates in the local area and more widely, which as a group are highly significant. Other examples in the Elizabeth Bay and Potts Point area include Ithaca Gardens, Aquarius, Ercildoune and International Lodge. These projects were widely published and featured in the multiple surveys of Harry Seidler’s career. As Seidler himself noted, each project applied a series of evolving structural and planning prototypes. Each was built of the same materials, and with evolving structural systems, repeated layouts for construction efficiencies, repeated window units and sun shading elements to create characteristic ‘tensional’ façade patterns.

Gemini is noteworthy amongst this group as a pair of towers linked by a sky bridge, constructed eight years apart. Gemini displays key characteristics of this significant group of apartment projects and is an important representative example of Harry Seidler’s long-term engagement with construction and planning efficiency and innovation. Gemini is representative of wider trends in housing, the redevelopment of inner-city suburbs with higher density apartments, and the growing demand for compact well-located housing.

11. The targeted heritage study concluded that Gemini meets the threshold for local heritage significance for its historic, associative, aesthetic, research potential and representative values and warrants potential listing as a heritage item on the SLEP 2012.

#### **5 Onslow Avenue, Elizabeth Bay – 'St Ursula'**

12. The heritage assessment concluded that St Ursula meets the threshold for local significance in terms of:
  - (a) Criterion (a) Historic significance: St Ursula has historic significance as a building designed by a Europe-trained architect in the years immediately following World War II, a time when a significant group of émigré architects were applying their European modernist training to Sydney conditions. This group made a significant contribution to the built environment. As one of the first apartment buildings designed by an architect trained in Europe, St Ursula is considered to be historically important. It is also has historical significance as one of the earliest examples of a modern residential flat building to be built in the area after World War II, a time when building materials were scarce.
  - (b) Criterion (b) Historical association: St Ursula has historical association with architect Hugo Stossel. It is a good and representative example of the work of Hugo Stossel, a significant modernist architect active in Sydney in the years following World War II who made a notable contribution to the development of Sydney's cultural environment, in particular residential flat buildings in the eastern suburbs. It is particularly notable as his first apartment building completed in Sydney following World War II and his emigration from Europe.
  - (c) Criterion (c) Aesthetic / creative / technical achievement: St Ursula is a well-designed and considered modernist residential apartment building demonstrating a high degree of creative and technical achievement. Its form and composition demonstrate technical achievement and distinctive aesthetic attributes through its curved plan, which is oriented to views to the harbour and maximises light and ventilation to each unit. It demonstrates the evolution of apartment design in the years following World War II and the use of new construction methodologies and materials such as curtain walling. The building is substantially intact with its original modernist design qualities able to be appreciated.
  - (d) Criterion (d) Social, cultural and spiritual: St Ursula is listed on the Australian Institute of Architects (NSW Chapter) Register of Significant Architecture, indicating that it has importance to architects and the design community more generally.
  - (e) Criterion (e) Research potential: Hugo Stossel is one of a group of architects who, having trained and worked in Europe, emigrated to Australia in the 1930s. The early work of this group is considered significant for its ability to demonstrate the application of European modernist architectural training in the context of Australia. As one of Hugo Stossel's first projects completed following World War II and his first apartment design, St Ursula is considered to be significant for its ability to contribute to an understanding of the development of postwar modernism and, in particular, its application by architects trained in Europe.



- (f) Criterion (f) Rarity: Hugo Stossel (later as Hugo Stossel & Associates) was a prolific apartment designer in the postwar period, particularly in the Elizabeth Bay and Potts Point area, and St Ursula dating from 1953 is considered an early and rare example of his work. It demonstrates unusual characteristics of interwar architectural styles and Stossel's European architectural training and experience. It is considered a highly resolved example of his work that contributes to an understanding of the development of postwar architecture. St Ursula's form and detailing are considered rare in the context of postwar apartments in the Elizabeth Bay area as few curved-plan residential flat buildings were constructed in this period.
  - (g) Criterion (g) Representative: St Ursula is a good intact and representative example of the work of Hugo Stossel, a significant architect of this period. St Ursula can be seen as a significant representative example of Hugo Stossel's architectural practice and is particularly significant as work completed early in his career in Australia.
13. The targeted heritage study report concluded that St Ursula meets the local threshold for all 7 heritage significance criteria and warrants potential listing as a heritage item on the SLEP 2012.

#### **108 Elizabeth Bay Road, Elizabeth Bay – 'Oceana'**

14. The heritage assessment concluded that Oceana meets the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: Oceana is a good example of a large scale post-World War II high-rise apartment building in the Elizabeth Bay Potts Point area. It is representative of the process of redevelopment and subdivision of the suburb, beginning in the interwar period, from grand, freestanding dwellings to apartment buildings. The site's redevelopment by Moses Eisner with architect Theodore Fry demonstrates the growing influence of European migrants on the built environment, an important historic phase in the development of the area. The building's location on the harbour foreshore is also able to demonstrate a period before restrictions on the development of foreshore land were implemented. At its time of construction Oceana was one of the largest apartment buildings in Sydney and represented a marked shift in the development of Elizabeth Bay towards higher densities.
  - (b) Criterion (b) Historical association: Oceana has strong associations with Theodore Fry, a noteworthy architect of this period as his largest and most intact project. Oceana is a good example of Fry's work and provides evidence of his designs, including an application of modernist design principles. Oceana also has some significance for its association with Moses Eisner, a noteworthy businessman, engineer and property developer of the period.
  - (c) Criterion (c) Aesthetic / creative / technical achievement: Oceana is considered to be aesthetically distinct and of high design quality. The design of the building—its siting on its harbour front site, the elongated form, the planning of the corridors and units, the configuration of the internal layouts and its fenestration pattern demonstrates Fry's application of modernist architectural principles. The external elevations have a unique presentation with large areas of glazing, projecting balconies and external circulation galleries. The building contributes positively to the streetscapes/skyscapes of the Elizabeth Bay peninsula. The integrity of common areas remains to be confirmed.

- (d) Criterion (f) Rarity: Oceana is considered rare as an example of the architectural work of Theodore Fry. Other examples of his design work have been substantially altered and are less able to be appreciated. Oceana is also rare for its scale and location, with later apartment buildings in this area lower in scale and set back from the harbour's edge. Buildings of the late 1960s tended to use compact plans stepping down their sites in response to the topography. The uncompromising horizontal massing of Oceana is rare in the context of the Elizabeth Bay Potts Point area.
  - (e) Criterion (g) Representative: Oceana is representative of a wider post-World War II trend, seen in many areas of Sydney close to the city and the harbour, of large houses being replaced by Modernist residential flat buildings. As one of the largest apartment buildings in Sydney at the time of its construction, and one of the largest apartment buildings to be developed in the Elizabeth Bay and Potts Point area, Oceana is significant for its ability to represent this trend. Oceana is also a good and intact representative example of the work of a European émigré architect and property developer. It is one of a group of significant apartments that European migrants completed during the 1950s and 1960s in the local area. It is important in demonstrating the principal characteristics of these projects, which tended towards higher densities, displayed modernist design principles and promoted apartment living.
15. The targeted heritage study report concluded that Oceana it meets the threshold for local heritage significance for its historic, associative, aesthetic, rarity and representative values and warrants potential listing as a heritage item on the SLEP 2012.

### **12 Ithaca Road, Elizabeth Bay – 'Ithaca Gardens'**

16. The heritage assessment concluded that Ithaca Gardens meets the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: Ithaca Gardens has historic significance as a prominent example of medium-rise housing developed in the Elizabeth Bay and Potts Point area during the 1950s and 1960s. Architect Harry Seidler had significant influence on the growing popularity of compact inner-city apartment living and Ithaca Gardens can be seen to have played an important role in this. Seidler was an effective promoter of modernism and Ithaca Gardens received considerable media attention. That the architect lived in the apartment, and had the interior photographed by Max Dupain, added to the reputation of the building. The building's design demonstrates modernist architecture's engagement with compact multi-housing forms and is a key example of the introduction of Bauhaus-influenced modernism into the Australian context. Ithaca Gardens is able to demonstrate wider historical trends of importance to the local area and to NSW more generally.

- (b) Criterion (b) Historical association: Ithaca Gardens is associated with architect Harry Seidler, one of the most significant modernist architects in Australia, who has made an important contribution to the development of Australia's built environment. As his first completed apartment project, and as his place of residence, Ithaca Gardens has strong associations with the architect and is of particular historical interest in interpreting the context of his work. Ithaca Gardens has some significance for its association with Civil & Civic Constructions (later expanded as Lendlease) as the first project by the long-running and significant partnership formed between the firm and Harry Seidler, which continued through the next decades.
- (c) Criterion (c) Aesthetic / creative / technical achievement: Ithaca Gardens shows many innovations in planning and construction that make it a noteworthy example of a late 1950s– 1960s modernist apartment building. Ithaca Gardens is an early application of what can be seen as typical elements of the work of architect Harry Seidler during the 1960s. It shares aesthetic elements with some of Seidler's most notable projects including Blues Point Tower, Village Towers (Arlington), Ercildoune and Aquarius, which demonstrate distinctive aesthetic attributes in form and composition.

In its construction, planning and detailing it demonstrates Seidler's progressive development of design prototypes applied across multiple projects. Its expression of structure, its regular façade arrangement, its use of materials and spare planning, with a concern for natural light, sun shading, and ventilation, are all typical of Seidler's highly acclaimed architecture. Ithaca Gardens was widely published and is a noteworthy example of the architect's work. It is a substantial achievement and the work of an important designer. The original design and structure are largely intact, with minimal alterations visible to the exterior of the buildings.

- (d) Criterion (d) Social, cultural and spiritual: Ithaca Gardens is listed on the Australian Institute of Architects (NSW Chapter) Register of Significant Architecture, indicating that it has importance to architects and the design community more generally.
- (e) Criterion (e) Research potential: As an early example of innovative apartment design and construction in Australia, and as an example of Seidler's early apartment designs, Ithaca Gardens has the ability to contribute to knowledge about the evolution of housing in Australia and the work of Harry Seidler.
- (f) Criterion (f) Rarity: Ithaca Gardens is considered rare as an early and innovative modernist apartment project in Elizabeth Bay. It is also rare as an apartment designed in the 1950s by a European architect, with modernist training in Canada and the United States, and constructed in Sydney in the 1960s. Possibly more than any other apartment project completed by Seidler, Ithaca Gardens represents the first application of his modernist training in the Australian context. As the first apartment project designed by Harry Seidler to be constructed in Australia it is rare.

- (g) Criterion (g) Representative: Ithaca Gardens is considered to have representative significance as one of a group of 1960s apartment projects designed by Harry Seidler and Associates, which are collectively highly significant. Other examples include Blues Point Tower, Stephen Towers, Village Towers (Arlington), Ercildoune and Aquarius. These projects were widely published and featured in the multiple surveys of Harry Seidler's career. As Seidler himself noted each project applied a series of evolving structural and planning prototypes. They were built of the same materials, and with evolving structural systems, repeated layouts for construction efficiencies, repeated window units and sun shading elements to create characteristic 'tensional' façade patterns. Many of these elements were first applied in Ithaca Gardens and then further developed in later projects throughout the 1960s.

Ithaca Gardens displays key characteristics of this significant group of apartment projects and is an important representative example of Harry Seidler's long-term innovation and engagement with construction and planning efficiency. Ithaca Gardens is representative of wider trends in housing, the redevelopment of inner-city suburbs with higher density apartments, and the growing demand for compact, well-located housing.

17. The targeted heritage study report concluded that Ithaca Gardens meets the local threshold for all 7 heritage significance criteria and warrants potential listing as a heritage item on the SLEP 2012.

#### **41-49 Roslyn Gardens, Elizabeth Bay – 'Bayview'**

18. The heritage assessment concluded that Bayview meets the threshold for local significance in terms of:
- (a) Criterion (b) Historical association: Bayview has a historical association with architect Hugo Stossel. It is a good and representative example of the work of Hugo Stossel, a significant modernist architect active in Sydney in the years following World War II, who has made a notable contribution to the development of Sydney's cultural environment, in particular residential flat buildings in the eastern suburbs. Bayview is also one of several projects that demonstrates the sustained collaboration between Hugo Stossel & Associates and Parkes Developments, which, by 1970, was one of Australia's largest private development companies, with the largest Sydney land holdings.
- (b) Criterion (c) Aesthetic / creative / technical achievement: Bayview is a well-designed and considered modernist residential apartment building demonstrating a high degree of creative and technical achievement. It demonstrates technical achievement and distinctive aesthetic attributes in form and composition through its unique triaxial form oriented to views of the harbour, maximising light and ventilation for each unit. It is able to demonstrate the evolution of apartment design towards more organic forms and variations in plans and façade materials. The building is substantially intact externally, and its original modernist design qualities are able to be appreciated.

- (c) Criterion (f) Rarity: Although the architects of Hugo Stossel & Associates were prolific apartment designers in the postwar period, particularly in the Elizabeth Bay and Potts Point area, Bayview shows unusual characteristics and can be seen as a highly finished and particularly well-resolved example of their work. Bayview's form and detailing are considered rare in the context of postwar apartments in the Elizabeth Bay area where few Y-plan tower developments were constructed.
  - (d) Criterion (g) Representative: Bayview is a good intact and representative example of the work of the prolific architectural firm Hugo Stossel & Associates and is able to represent the work of Hugo Stossel, a significant architect of this period. Bayview can be seen as a significant representative example of Hugo Stossel's architectural practice. Along with Yarranabbe Gardens and Eastbourne Tower in Darling Point, it can be seen as one of the most prominent and distinctive of Stossel's apartment projects and is particularly significant as work completed late in his career.
19. The targeted heritage study report concluded that Bayview meets the threshold for local heritage significance for its historical, aesthetic, rarity and representative values and warrants potential listing as a heritage item on the SLEP 2012.

#### **50–58 Roslyn Gardens, Rushcutters Bay – 'Aquarius'**

20. The heritage assessment concluded that Aquarius meets the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: Aquarius has historic significance as an innovative example of high-rise housing developed in the Elizabeth Bay and Potts Point area during the 1950s and 1960s. Its construction as a motel, later sold individually as compact studio or one bedroom apartments, is able to demonstrate an important change in the historical and social development of the area. The building's design demonstrates modernist architecture's engagement with compact multi-housing forms and is a key example of the introduction of Harry Seidler's international influenced modernism into the Australian context. Aquarius is able to demonstrate wider historical trends of importance to the local area and to NSW more generally.
  - (b) Criterion (b) Historical association: Aquarius is associated with architect Harry Seidler, one of the most significant modernist architects in Australia, who has made an important contribution to the development of Australia's built environment. As one of his most noteworthy apartment projects of the 1960s, Aquarius has strong associations with the architect.
  - (c) Criterion (c) Aesthetic / creative / technical achievement: Aquarius shows many innovations in planning and construction that make it a noteworthy example of a late 1950s–1960s modernist apartment building. Aquarius displays typical elements of the work of architect Harry Seidler during the 1960s. It shares aesthetic elements with some of Seidler's most notable projects including Ithaca Gardens, Blues Point Tower, Village Towers (Arlington), and Ercildoune, which demonstrate distinctive aesthetic attributes in form and composition.

Aquarius also has unique aspects in its design and construction that demonstrate creative and technical excellence, innovation and achievement. In construction, planning and detailing Aquarius demonstrates Seidler's progressive development of design prototypes applied across multiple projects. Its expression of structure, its regular façade arrangement, its use of raw materials and efficient planning with a concern for natural light, sun shading, and ventilation are all typical of Seidler's highly acclaimed architecture. Aquarius was widely published and is a noteworthy example of the architect's work. Aquarius is a substantial achievement and the work of an important designer. The original design and structure are largely intact, with minimal alterations visible to the exterior of the buildings.

- (d) Criterion (d) Social, cultural and spiritual: Aquarius is listed on the Australian Institute of Architects (NSW Chapter) Register of Significant Architecture, indicating that it has importance to architects and the design community more generally.
- (e) Criterion (e) Research potential: As an early example of innovative apartment design and construction in Australia, and as an example of Seidler's early apartment designs, Aquarius has the ability to contribute to knowledge about the evolution of housing in Australia and the work of Harry Seidler.
- (f) Criterion (f) Rare: Aquarius is considered rare as an early and innovative modernist apartment project in Elizabeth Bay. As one of Seidler's most noteworthy early experiments in apartment design Aquarius has exceptional aesthetic significance as an example of creative and technical achievement. Aquarius is considered rare as the first, and one of few examples, of Seidler's experiments with split-level planning, and as a particularly innovative example of his work in the 1960s.
- (g) Criterion (g) Representative: Aquarius is considered to have representative significance as one of a group of 1960s apartment projects designed by Harry Seidler & Associates, which as a group are highly significant. Other examples include Ithaca Gardens, Blues Point Tower, Village Towers (Arlington), Ercildoune and Gemini. These projects were widely published and featured in the multiple surveys of Harry Seidler's career. As Seidler himself noted, each project applied a series of evolving structural and planning prototypes. They were built of the same materials, and with evolving structural systems, repeated layouts for construction efficiencies, repeated window units and sun shading elements to create characteristic 'tensional' façade patterns.

Aquarius is noteworthy among this group as the best-realised version of Seidler's split-plan form with projecting rooms and separated vertical circulation unit. Aquarius displays key characteristics of this significant group of apartment projects and is an important representative example of Seidler's long-term innovation and engagement with construction and planning efficiency. Aquarius is representative of wider trends in housing, the redevelopment of inner-city suburbs with higher density apartments, and the growing demand for compact, well-located housing.

21. The targeted heritage study report concluded that Aquarius meets the local threshold for all 7 heritage significance criteria and warrants potential listing as a heritage item on the SLEP 2012.

**74-76 Roslyn Gardens, Rushcutters Bay – 'Roslyn Gardens'**

22. The heritage assessment concluded that Roslyn Gardens meets the threshold for local significance in terms of:
- (a) Criterion (b) Historical association: 74-76 Roslyn Gardens has a historical association with architect Douglas Snelling. It is a good and representative example of the work of Douglas Snelling, a significant modernist architect active in Sydney in the years following World War II, who has made a notable contribution to the development of Sydney's cultural environment, in particular modernist furniture, interiors and houses in the eastern suburbs. As one of only two apartment projects he designed and one of few Snelling projects to remain largely intact this association is considered important.
  - (b) Criterion (c) Aesthetic / creative / technical achievement: 74-76 Roslyn Gardens has a historical association with architect Douglas Snelling. It is a good and representative example of the work of Douglas Snelling, a significant modernist architect active in Sydney in the years following World War II, who has made a notable contribution to the development of Sydney's cultural environment, in particular modernist furniture, interiors and houses in the eastern suburbs. As one of only two apartment projects he designed and one of few Snelling projects to remain largely intact this association is considered important.
  - (c) Criterion (f) Rarity: 74-76 Roslyn Gardens is considered rare as one of only two apartment projects designed by notable and highly acclaimed architect Douglas Snelling. The other example, Bibaringa, was an existing design that Snelling adapted. As a result 74-76 Roslyn Gardens can be seen as Snelling's only complete apartment project and is hence considered rare.
  - (d) Criterion (g) Representative: Roslyn Gardens is considered to have representative significance as one of a group of 1960s apartment projects designed by architects in the local area, which are collectively highly significant. Other prominent architects working in this period in the area include Harry Seidler, Douglas Forsyth Evans, Hugo Stossel, Hans Peter Oser and Aaron Bolot. 74-76 Roslyn Gardens displays key characteristics of this significant group of apartment projects and is an important representative example of a modernist residential flat building in the local area.
23. The targeted heritage study report for 74-76 Roslyn Gardens, Rushcutters Bay concluded that it meets the threshold for local heritage significance for associative, aesthetic, rarity and representative values and warrants potential listing as a heritage item on the SLEP 2012.

**1-5 Clement Street, Rushcutters Bay**

24. The heritage assessment concluded that 1-5 Clement Street meets the threshold for local significance in terms of:

- (a) Criterion (c) Aesthetic / creative / technical achievement: 1–5 Clement Street is considered a good representative example of a late-modern residential apartment building demonstrating creative and technical achievement. The concrete frame and central lift and stair core of the building reduces the number of load-bearing internal walls and the need for corridors, maximising unit space. Use of concrete frame and precast building elements are simply treated. Apartments are well planned with distinctive curved bathroom walls. The entry sequence and lobby of board-formed concrete and circular window element are well resolved and remain intact. The underground carpark makes full use of the lot area and frees up the ground floor for landscaping, which makes a positive contribution to streetscape.

Criterion (g) Representative: 1–5 Clement Street has representative significance as a late modernist residential apartment building in the Rushcutters Bay, Elizabeth Bay and Potts Point area. It displays the principal characteristics of this class of cultural places, including use of expressed concrete construction, efficient structural systems, regular façade arrangements, repeated building elements and planning that provides high amenity units. In this way 1–5 Clement Street is able to demonstrate the evolution of residential apartment buildings in the area, which are an important feature of the local built environment. 1–5 Clement Street is able to demonstrate a way of life that has been important in the social and historical development of the Rushcutters Bay, Elizabeth Bay and Potts Point area. 1–5 Clement Street can be seen as a good representative example of the work of architects Ancher Mortlock Murray & Wooley in this period when they were prolific and highly regarded.

25. The targeted heritage study report for 1-5 Clement Street, Rushcutters Bay found that it meets the threshold for local heritage significance for its aesthetic and representative values and warrants potential listing as a heritage item on the SLEP 2012.
26. Based on these conclusions, progressing local heritage listing for each proposed heritage item will ensure the local heritage significance of each building is appropriately considered and maintained in the context of any future plans or redevelopment at each site.

*Planning Proposal - Oxford Street LGBTIQA+ Heritage Items*

27. In 2022, a review of the planning controls applying to Oxford Street was implemented to facilitate the growth of the cultural and creative sectors, protect heritage and character and support the day and night-time economies for the local community and visitors.
28. Community consultation indicated that people value the strong connection between Oxford Street and LGBTIQA+ communities and wanted to see its social and cultural heritage recognised and maintained.
29. This led to the development of the Oxford Street LGBTIQA+ Social and Cultural Place Strategy with five priority areas. The first priority (Priority 1) focused on recognising historic LGBTIQA+ places and spaces.



30. In response, the City of Sydney engaged TKD Architects in 2022 to complete a heritage study investigating sites within the Oxford Street precinct. Their study focussed on places with historic and contemporary connections to the LGBTIQ+ community.
31. Recommendations made by TKD Architects included the revision of heritage inventory sheets for 14 existing heritage items and the Oxford Street Heritage Conservation Area to include relevant information about this community; this has been completed. The study also recommended the inclusion of five additional sites within Schedule 5, Part 1 of the SLEP 2012.
32. Two of these items were outside the study area. However, the remaining 3, which constitute the subject of this planning proposal, are recommended for listing.

The amendments proposed in this planning proposal were recommended in the TKD Architects heritage assessment, which was prepared in accordance with the NSW Heritage Assessment Criteria (2023). A summary of this assessment and supporting heritage inventory sheets is presented below and at **Attachment B1-B4**.

### **134 Oxford Street, Darlinghurst – Oxford Hotel**

34. The heritage assessment concluded that the Oxford Hotel meets the threshold for local significance in terms of:
  - (a) Criterion (a) Historic significance: The site and its surroundings have been continuously occupied by a hotel, linked by continuity of licensing, since the late 1850s. Additionally, the Oxford Hotel has had some historic associations with the development of Sydney's rock music scene and historic associations with Sydney's gay community.
  - (b) Criterion (b) Historical association: The building has strong associations with architect Ernest Lindsay Thompson, a prominent and prolific designer of hotels in metropolitan Sydney during the first third of the twentieth century
  - (c) Criterion (c): Aesthetic / creative / technical achievement: Although modified, the exterior of the building demonstrates characteristics of the Federation Free Style and is distinctive in character. The Oxford Hotel is a prominent element in the streetscape that makes an important contribution to the Taylor Square townscape, notwithstanding modifications to its exterior.
  - (d) Criterion (d) Social, cultural and spiritual: The Oxford Hotel is significant because of its associations with Sydney's gay community for over forty years. It has been a popular venue for the community and has provided a range of facilities. It may also have social significance because of its associations with Sydney's rock music scene during the second half of the 1970s
  - (e) Criterion (g) Representative: The Oxford Hotel, although it has been modified externally and internally, is a representative Federation era hotel. Its exterior is representative of the Federation Free Style.
35. The heritage study concluded that the building at 134 Oxford Street, Darlinghurst meets the threshold for local heritage significance for its historic, associative, aesthetic, social and representative values and warrants potential listing as a heritage item on the SLEP 2012.

**124 (part of 124-128 Oxford Street) Oxford Street, Darlinghurst – Palms**

36. The heritage assessment concluded that the Palms meets the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: The building is evidence of the demolition, widening and reconstruction of the built form along the north side of Oxford Street from 1909 to 1914 by the Municipal Council of Sydney. The building became a gay nightclub in the late 1970s which it remains to the present day and is important evidence of the development of Oxford Street as an important focus of LGBTIQ+ commercial and social activity from the end of the 1970s.
  - (b) Criterion (d) Historical association: 124 Oxford Street has been associated with Sydney's LGBTIQ+ community, particularly the gay male section, since the opening of Palms Nightclub circa 1977.
  - (c) Criterion (f) Rare: The site is a rare example of a LGBT nightclub that has operated almost continuously since the late 1970s.
37. The heritage study concluded that the building at 124 (part of 124-128 Oxford Street) Oxford Street, Darlinghurst meets the threshold for local heritage significance for its historic, associative and rare values and warrants potential listing as a heritage item on the SLEP 2012.

**85-91 Oxford Street, Darlinghurst - Universal**

38. The heritage assessment concluded that Universal meets the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: 85-91 Oxford Street, particularly the first floor sections of their facades, provide evidence of the consolidation and development of the street in the years before and after World War I. As Club 85, then Midnight Shift and now Universal, the buildings are important evidence of the development of Oxford Street as an important focus of LGBTIQ+ commercial and social activity from the end of the 1970s onwards.
  - (b) Criterion (b) Historical association: The site is associated with prominent architectural firm of Morrow & De Putron, prominent jeweller and shoe maker, William Berkman and architect A W Warden.
  - (c) Criterion (c) Aesthetic / creative / technical achievement: The first floor section of 89-91 Oxford Street's facade has aesthetic significance as an example of Federation Free Style commercial architecture while the first floor section of 85-87 Oxford Street's façade is a distinctive example of Inter War Free Classical commercial architecture.
  - (d) Criterion (d) Social, cultural, and spiritual: The buildings at 85-91 Oxford Street have been associated with Sydney's LGBTIQ+ community, particularly the gay male section, since the opening of Tropicana in 1978.
  - (e) Criterion (f) Rare: The buildings are a rare example of a LGBT nightclub that has operated almost continuously since 1980.

- (f) Criterion (g) Representative: The upper sections of the facades of 85-91 Oxford Street are representative of suburban commercial architecture constructed during the second and third decades of the twentieth century in Sydney.
39. The heritage study concluded that the building at 85-91 Oxford Street, Darlinghurst meets the threshold for local heritage significance for its historic, associative, aesthetic, social and rare values and warrants potential listing as a heritage item on the SLEP 2012.
40. Based on these conclusions, progressing local heritage listing for each proposed heritage item will ensure the significance of each building is appropriately recognised, considered and managed in the context of any future plans or redevelopment at each site.

*Planning Proposal - Powerhouse Museum Heritage Item Amendment*

41. Since 2014, there has been significant community interest in the management and future of the Powerhouse Museum, triggered by a proposal to close the Powerhouse Museum at Ultimo and construct a new Powerhouse facility in Sydney's western suburbs in 2014
42. On 15 May 2023, a Resolution of Council (Item 11.9) was carried, that:
- (a) (B) *'the Chief Executive Officer be requested to investigate the entire Powerhouse Museum site [in Ultimo] for heritage significance'*
43. In response to this Resolution, the City of Sydney engaged Lovell Chen to prepare a independent heritage assessment for the full extent of the Powerhouse Museum site in early 2024.
44. The Powerhouse Museum, Ultimo is already an individually listed heritage item under Schedule 5, Part 1 of the SLEP 2012: 'Powerhouse Museum former warehouse buildings, including interior' (I2031)
45. However, the current SLEP 2012 listing does not recognise several elements and buildings associated with the entire Powerhouse Museum site, including the Wran and Harwood Buildings.
46. As a result of the heritage assessment findings, this planning proposal is to amend the Powerhouse Museum's existing SLEP 2012 listing (I2031) to better reflect its heritage significance and recognise the importance of the buildings and elements associated with it.
47. To achieve this, it proposes to expand the site's current SLEP 2012 mapped heritage boundary (see proposed boundary in Attachment C to include the Wran Building, Harwood Building and landscape elements, update its property description to include additional Lot and DP boundaries, and amend the item name. These proposed amendments align with recent gazetted revisions made to the State Heritage Register listing for the item.
48. The amendments were recommended in the Lovell Chen heritage assessment, which was prepared in accordance with the NSW Heritage Assessment Criteria (2023). A summary of this assessment and supporting heritage inventory sheet is presented below and at Attachment C1 and C2.

49. The heritage assessment concluded that the Powerhouse Museum, including the Wran Building, Harwood Building, and landscapes associated with the complex, meet the threshold for local significance in terms of:
- (a) Criterion (a) Historic significance: The Powerhouse Museum complex is important in the course of the history of NSW, Sydney and the Pyrmont Peninsula. The original Power House was established in 1898/99 for the generation of coal fired electricity to power Sydney's tramway network. The Ultimo Power House was the first facility for the generation of electrical power in NSW, and from 1899 until the 1920s it was the largest and most technologically advanced. Both buildings were closed by the 1960s and in the late-1970s, the NSW Public Works Department resolved to adapt the Ultimo Power House and Tram Depot as premises for the Museum of Applied Arts and Sciences (MAAS). The vision was for the conversion and adaptive reuse of the derelict industrial buildings with the MAAS and NSW Government Architect committed to delivering a new type of visitor attraction, a place of engagement, activation and broad popular appeal. The decision to retain and adapt the historic buildings perpetuated their physical presence in the urban landscape, as well as their relationship and Ultimo's historic associations with industry and transport. The nature of the MAAS collection, including some of its signature items (i.e., the Boulton and Watt 'Whitbread Engine' and 'Locomotive No. 1') aligned with these thematic associations, as well as the huge scale of the buildings.
  - (b) Criterion (b) Historic association: The Powerhouse Museum is notable for having been conceptualised, championed and delivered by a large and diverse group of organisations (including the NSW Labor Party, the office of the NSW Government Architect and MAAS) and individuals within them (including Neville Wran, Dr Lindsay Sharp, Norman Harwood, Lionel Glendenning), as well as others (including Richard Johnson). These individuals and institutions reflect diverse fields of endeavour, including politics, architecture, engineering, exhibition design and collections management. Some individuals are remembered in building names (the Wran and Harwood buildings). The breadth of expertise embodied in the project is consistent with the scale, complexity and prestige of the undertaking.
  - (c) Criterion (c) Aesthetic / creative / technical achievement: Conception of the Powerhouse Museum was contemporary with the Heritage Act, 1977 (NSW), as well as the first edition of the Burra Charter (1979). The adaptation of the former Tram Depot (1979-81) was a very early example in NSW (and Australia) of adaptive renewal of a transport/industrial building and set the tone for the adaption of the Power House buildings. The works to the Tram Depot were significant with some side walls retained or retained in part. Interventions were, however, respectful of the scale, massing, materiality and roof profile of the original structure. The outcome is a building that retains legibility as an historic industrial structure, as well as its relationship with the Power House buildings to the north.
  - (d) Criterion (d) Social, cultural and spiritual: Since its opening in 1988 the museum has been valued by people across Sydney, NSW and beyond who have shared experiences and memories of the place. The strength of public attachment to the place is demonstrated by the extent of public support and donations for its establishment, and subsequently, its consistently high visitor numbers and the strong community reaction to the NSW Government's proposal for significant change at the place.

50. The heritage assessment concluded that the Powerhouse Museum, including the Wran and Harwood Buildings at 500 Harris Street, Ultimo meet the threshold for local heritage significance for its historic, associative, aesthetic and social warrants potential listing as a heritage item on the SLEP 2012.
51. Based on these conclusions, progressing the proposed amendments to the existing SLEP 2012 heritage item listing '*Powerhouse Museum former warehouse buildings, including interior*' (I2031) will ensure the local heritage significance of the entire Powerhouse Museum site is appropriately recognised and considered in the context of any future plans or redevelopments at the site.

## Key Implications

### Strategic Alignment - Sustainable Sydney 2030-2050 Continuing the Vision

52. Sustainable Sydney 2030-2050 Continuing the Vision renews the communities' vision for the sustainable development of the city to 2050. It includes 10 strategic directions to guide the future of the city, as well as 10 targets against which to measure progress. This report is aligned with the following strategic directions and objectives:
  - (a) Direction 8 - A thriving cultural and creative life - the acknowledgement of the importance of the 9 Modern Residential Flat Buildings, 3 Oxford Street LBQTIQA+ buildings in Darlinghurst and amendment to the existing Powerhouse Museum's SLEP 2012 heritage item listing will contribute to the City's culture and creative life, with the protection of the heritage fabric and promoting the history of each site and their value to the community.

## Relevant Legislation

53. Environmental Planning and Assessment Act 1979.

## Public Consultation

54. Should the planning proposals at Attachment A, B and C be approved, they will be forwarded to the Department of Planning, Housing and Infrastructure with requests for a gateway determinations to allow public exhibition.
55. The public consultation processes for the planning proposals will be subject to the conditions of the gateway determination issued by the Department of Planning, Housing and Infrastructure. Exhibition documents will be made available for viewing and comment on the City's Have Your Say website

## GRAHAM JAHN AM

Chief Planner / Executive Director City Planning, Development and Transport

Adele Zubrzycka, Senior Specialist Planner Heritage

Matt Devine, Senior Specialist Planner Heritage