



Urban Planning Committee

Agenda: *Urban Planning Committee*

Date: *Monday 14 July 2014*

Time: *6.00pm*

Outline of Meeting Protocol & Procedure:

- The Chairperson will call the Meeting to order and ask the Committee/Staff to present apologies or late correspondence.
- The Chairperson will commence the Order of Business as shown in the Index to the Agenda.
- At the beginning of each item the Chairperson will ask whether a member(s) of the public wish to address the Committee.
- If person(s) wish to address the Committee, they are allowed four (4) minutes in which to do so. Please direct comments to the issues at hand.
- If there are persons representing both sides of a matter (eg applicant/objector), the person(s) against the recommendation speak first.
- At the conclusion of the allotted four (4) minutes, the speaker resumes his/her seat and takes no further part in the debate unless specifically called to do so by the Chairperson.
- If there is more than one (1) person wishing to address the Committee from the same side of the debate, the Chairperson will request that where possible a spokesperson be nominated to represent the parties.
- The Chairperson has the discretion whether to continue to accept speakers from the floor.
- After considering any submissions the Committee will debate the matter (if necessary), and arrive at a recommendation (R items which proceed to Full Council) or a resolution (D items for which the Committee has delegated authority).

Recommendation only to the Full Council:

- Such matters as are specified in Section 377 of the Local Government Act and within the ambit of the Committee considerations.
- Broad strategic matters, such as:-
 - Town Planning Objectives; and
 - major planning initiatives.
- Matters not within the specified functions of the Committee.
- Matters requiring supplementary votes to Budget.
- Urban Design Plans and Guidelines.
- Planning Proposals and Local Environment Plans.
- Residential and Commercial Development Control Plans.
- Rezoning applications.
- Heritage Conservation Controls.
- Commercial Centres Beautification Plans of Management.
- Matters requiring the expenditure of moneys and in respect of which no Council vote has been made.
- Matters reserved by individual Councillors in accordance with any Council policy on "safeguards" and substantive changes.

Delegated Authority:

- To require such investigations, reports or actions as considered necessary in respect of matters contained within the Business Agendas (and as may be limited by specific Council resolutions).
- Confirmation of the Minutes of its Meetings.
- Any other matter falling within the responsibility of the Urban Planning Committee and not restricted by the Local Government Act or required to be a Recommendation to Full Council as listed above.
- Statutory reviews of Council's Delivery Program and Operational Plan.

Committee Membership:

7 Councillors

Quorum:

The quorum for a committee meeting is 4 Councillors.

WOOLLAHRA MUNICIPAL COUNCIL

Notice of Meeting

10 July 2014

To: Her Worship the Mayor, Councillor Toni Zeltzer ex-officio
Councillors Katherine O'Regan (Chair)
Ted Bennett
Anthony Boskovitz
Luise Elsing (Deputy Chair)
James Keulemans
Greg Levenston
Matthew Robertson

Dear Councillors

Urban Planning Committee Meeting – 14 July 2014

In accordance with the provisions of the Local Government Act 1993, I request your attendance at a Meeting of the Council's **Urban Planning Committee** to be held in the **Thornton Room (Committee Room), 536 New South Head Road, Double Bay, on Monday 14 July 2014 at 6.00pm.**

Gary James
General Manager

Additional Information Relating to Committee Matters

Site Inspection

Other Matters

Meeting Agenda

Item	Subject	Pages
1	Leave of Absence and Apologies	
2	Late Correspondence Note Council resolution of 27 June 2011 to read late correspondence in conjunction with the relevant Agenda Item	
3	Declarations of Interest	

Items to be Decided by this Committee using its Delegated Authority

D1	Confirmation of Minutes of Meeting held on 23 June 2014	1
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Items to be Submitted to the Council for Decision with Recommendations from this Committee

R1	Altona – 505.54	2
R2	Woollahra Design Excellence Awards – 998.G	68

Item No: D1 Delegated to Committee
Subject: **Confirmation of Minutes of Meeting held on 23 June 2014**
Author: Les Windle, Manager – Governance
File No: See Council Minutes
Reason for Report: The Minutes of the Meeting of Monday 23 June 2014 were previously circulated. In accordance with the guidelines for Committees' operations it is now necessary that those Minutes be formally taken as read and confirmed.

Recommendation:

That the Minutes of the Urban Planning Committee Meeting of 23 June 2014 be taken as read and confirmed.

Les Windle
Manager - Governance

Item No: R1 Recommendation to Council
Subject: ALTONA
Author: Amelia Parkins, Strategic Heritage Officer
File No: 505.54
Reason for Report: To respond to an adopted notice of motion requiring a report on the possibility of heritage listing the Wunulla Road facade of the property at 54-56 Wunulla Road, Point Piper.

Recommendation:

- A. That the heritage assessment for 54-56 Wunulla Road, Point Piper be received and noted.
- B. That no further action regarding the local heritage listing of the property or its facade be taken.

1. Background

1.1 Notice of motion

On 11 June 2013 Council adopted the notice of motion:

That a report be prepared for the Urban Planning Committee considering the heritage significance and possible heritage listing of the property at 54-56 Wunulla Road, Point Piper, known as Altona including its curtilage.

On 5 March 2014 heritage consultants, Paul Davies Pty Ltd, were engaged to prepare an assessment of significance for the property and a recommendation on whether it should be listed as a heritage item in the Woollahra LEP 1995 (**annexure 1**).

At the meeting of the Urban Planning Committee on 26 May 2014 a report on the heritage significance of the place was presented (**annexure 2**). The following recommendation was made to Council:

- A. That the heritage assessment for 54-56 Wunulla Road, Point Piper be received and noted.*
- B. That no further action regarding the local heritage listing of the property be taken.*

On 19 June 2014 Council considered the report and recommendation. The Council resolved:

That consideration of the matter be deferred and a report be submitted to the Urban Planning Committee on the possibility of heritage listing or protecting the facade to Wunulla Road.

This report addresses the possibility of heritage listing or protecting the façade to Wunulla Road.

2. Methodology

To respond to Council's decision, part 3.1 of this report outlines the process involved in a heritage best practice assessment of cultural significance. Part 3.2 of this report explains how this framework was used in the previous heritage assessment for the property. The report uses these best practice processes to discuss the possibility of heritage listing the Wunulla Road façade of the subject property.

3. Cultural significance

3.1 Australia ICOMOS Burra Charter, 2013

The *Australia ICOMOS Burra Charter*¹ (Burra Charter) is a guide to making good decisions about heritage places. The Burra Charter process describes the steps involved in identifying and managing the cultural significance of a place. This process is summarised below:

Step One: Understand significance

- Investigate the place
- Assessment of significance

Step Two: Develop Policy

- Identify all factors and issues
- Develop policy
- Prepare a management plan

Step Three: Manage in accordance with policy

- Implement the management plan
- Monitor the results and review the management plan

Cultural significance is the sum of the qualities or values that a place has, including the five values described in Article 1.2 of the Burra Charter- aesthetic, historic, scientific, social and spiritual. The assessment criteria are listed alphabetically rather than by importance. In NSW these criteria have been expanded to the seven identified in the document *Assessing Heritage Significance*²:

- Criterion (a) Historic
- Criterion (b) Historic Association
- Criterion (c) Aesthetic/ Technical
- Criterion (d) Social
- Criterion (e) Research Potential
- Criterion (f) Rarity
- Criterion (g) Representativeness

All criteria are important and one should not be given greater weight than another. Prior to the 1990s there was a greater emphasis on the aesthetic and architectural qualities of a place, which led to the impression that only the facades were important and worthy of protection. This reflects conservation thinking of the time. Over the last 25 years the assessment processes have broadened beyond this superficial approach that has become known as 'facadism'.

¹ The Burra Charter, 2013, The Australia ICOMOS Charter for Places of Cultural Significance

² *Assessing Heritage Significance*, NSW Heritage Office 2001 (Heritage Manual Update)

The Burra Charter principles focus on maintaining the cultural significance of a place by retaining and conserving all elements that make up its significance. Article 5 of the Burra Charter explains: *‘Conservation of a place should identify and take into consideration all aspects of cultural and natural significance without unwarranted emphasis on any one value at the expense of others.’*

If a place has been identified as having cultural significance, all its parts are intrinsic to that significance, although some elements may have different levels of significance. The levels of significance as set out in the publication *Assessing Heritage Significance* include Exceptional, High, Moderate, Little or Intrusive. These gradings are applied to different elements of the site and inform part of the policy and management strategies for the site (step two and three of the Burra Charter process described above). The individual elements are not listed independently. The identification of the place as either having or not having cultural significance occurs in step one in the Burra Charter process.

3.2 Assessment of significance

The first step in the Burra Charter process, to understand the cultural significance of a place, was undertaken in the report prepared by Paul Davies Pty Ltd. This included an assessment against the NSW Heritage Branch criteria, and formed part of the report to the Urban Planning Committee on 26 May 2014.

The facade to Wunulla Road has been assessed as part of the assessment for the entire property. The assessment included a detailed historical overview that traced the changes to the property since its construction in 1903-1904, as a two storey late Victorian Italianate residence, to its current form as a Neo-Georgian pastiche.



Figure 1. The remaining original portion of the house, the parapet and tower, is clearly discernible at the top left of the image. The alterations and additions to the original core of the building are evident in the substantially different forms, scale and detailing of the elements of the house towards Wunulla Road.

The following table provides a historical outline of alterations and additions to the property, in particular the Wunulla Road facade.

Year	Description
1927	Major alterations and additions including an extension of the house to the Wunulla Road boundary and an attached garage. Prior to this the house addressed the harbour with utility spaces to Wunulla Road.
1929	The Wunulla Road elevation was extended one bay to the north.
1934	Extensive remodelling of the original core of the building to reflect the neo-Georgian aesthetic of the earlier extensions. All windows were replaced with multi-paned double hung sash windows and redwood shutters. The footprint of the building almost doubled in width. The entire building was cement rendered. The parapet wall and lookout tower were remodelled in a Spanish Mission aesthetic.
1960	Additional entrances to Wunulla Road, the garage converted into a kitchen, an additional carport added to the northern double garage. The building was being run as flats at this time.

1962 The building was now being used as a private boutique hotel. The main front door was blocked up as were other openings along Wunulla Road.

1994 Photographs dated 1994 show the building with a triple garage to the north of the building to Wunulla Road. The windows on the ground floor have been replaced by a double door and a pseudo-Georgian arched header.



A newspaper clipping from October 1994 shows the owner of Altona with a pile of rubble indicating that most of the building was in the process of demolition. A reconfiguration of all elevations were carried out at this time.



1996 The neighbouring property at 54 Wunulla Road was purchased and Altona was extended into this land.

2002 The Wunulla Road elevation was completely remodelled with all openings replaced with new double hung sash windows with attached pilasters.

2014



The historical evidence indicates that the existing Wunulla Road facade dates from the 1990s and that very little original fabric remains. The building, including its Wunulla Road facade, is not representative of any particular architectural style or period, it reflects a post-modern Neo-Georgian pastiche.

An assessment of the facade alone is contrary to the Burra Charter and heritage best practice. The heritage assessment carried out by Paul Davies Pty Ltd and reviewed by Council staff for the Urban Planning Committee meeting of 26 May 2014, provided evidence that the Wunulla Road elevation has no heritage value. The Georgian character of the façade references an architectural style that predates the original building. The façade alone represents a historical inaccuracy that has no link to the original building on the site.

4. Conclusion

As discussed in part 2.1 of this report, cultural significance is the sum of all the qualities and values a place has that are important to keep for past, present and future generations. The Burra Charter clearly indicates that no element should be omitted from an assessment. The qualities that ‘Altona’ possess have been assessed in their totality as not reaching the threshold that warrants heritage listing. This includes the facades.

The property ‘Altona’ at 54-56 Wunulla Road, Point Piper, has been assessed against the industry best practice heritage standards. Based on the findings of this assessment neither the building, nor its facades, warrant local heritage listing.

Amelia Parkins
Strategic Heritage Officer

Chris Bluett
Manager Strategic Planning

Annexures:

Annexure 1 ‘Altona’- Heritage Assessment Report by Paul Davies Pty Ltd, dated April 2014
Annexure 2 Urban Planning Committee report by Amelia Parkins, dated 26 May 2014

Item No: R2 Recommendation to Council
Subject: **Woollahra Design excellence Awards**
Author: Amelia Parkins, Strategic Heritage Officer
File No: 998.G
Reason for Report: To respond to a recommendation from the Urban Planning Committee to provide further details on the Woollahra Heritage Conservation Awards.

Recommendation:

- A. That scope of the Woollahra Conservation Awards be expanded to incorporate additional categories for contemporary design and sustainability.
- B. The name of the awards should be updated to the Woollahra Design Excellence Awards.

1. Introduction

On 23 June 2014 a report was presented to the Urban Planning Committee that aimed to expand the scope of the existing Woollahra Heritage Conservation Awards to incorporate design and sustainability. The Committee recommended:

- A. *That the scope of the Woollahra Heritage Conservation Awards scheme is expanded to incorporate design and sustainability categories and that the name of the awards be updated to Woollahra Design Excellence Awards.*
- B. *That a further report be prepared and presented to the Urban Planning Committee outlining:*
 - (a) the scope of works and development that would be eligible for an award under each category,*
 - (b) the criteria for each of the award categories,*
 - (c) possible subcategories,*
 - (d) the process for the awards, including their frequency and indicative costs,*
 - (e) other matters that may be associated with the awards.*

2. Woollahra Design Excellence Awards 2014

The primary objective behind the new format of the awards is to celebrate design excellence in the built environment across the Woollahra municipality. This would result in a diverse and relevant awards scheme that will attract a multi-disciplinary range of projects both large and small.

The majority of projects in Woollahra will incorporate all three of the proposed categories being design, sustainability and heritage. Every design project should have regard for the existing context, innovative contemporary design and sustainability. There is an opportunity to include an additional award called the Mayor's Award for an exemplary project that demonstrates the successful and innovative integration of one or all the categories.

2.1 Scope

The awards will have three main branches titled heritage, design and sustainability. The awards will target projects across all categories in a range of scales and publically highlight good outcomes.

The intention of the awards is to recognise and celebrate all aspects of good design in the municipality. Despite the extended scope, a large proportion of work carried out within the municipality occurs within heritage conservation areas. Therefore heritage will remain a dominant feature of the awards and not be subsumed in any way by the inclusion of additional categories. Traditionally the awards were to be run biennially. In the recent history of the awards this has not been achievable due to resourcing and workload priorities. There is an opportunity for the awards to be run either annually or biennially once the format and structure of the awards are clearly defined. A decision on the frequency of the awards scheme should be made after the November awards.

The research carried out as part of this process indicates that most awards are held annually. The risks associated with this, aside from resourcing and budgetary limitations, include whether the range and diversity of submissions will be sustainable on a yearly basis and whether the awards will lose some of their prestige and vibrancy if they are awarded annually. The award ceremonies run by other local councils attended by Council staff did not have the same scale or sense of occasion as the 2011 Woollahra Heritage Conservation Awards, perhaps due to the frequency of the awards and the range of categories. The extended scope of the awards will go some way to ensuring a dynamic awards night.

The winning nominations will be recognised at the awards ceremony, to be held on 13 November 2014. There is an opportunity to create a permanent link to an awards page through the Woollahra Municipal Council website that will showcase the winning projects in each category.

2.2 Categories

The awards will be divided into three major categories: Heritage, Design and Sustainability. Within these categories there will be specific subcategories relevant to each field as well as subcategories that are applicable to all.



Category A: Heritage

The heritage section of the awards would be broadly divided into works to heritage items or within a heritage conservation area. This could include any conservation works, alterations and additions, new work (infill) and adaptation.

A. HERITAGE	
A1. Heritage Items	A2. Heritage Conservation Areas
Small projects Commercial Residential Public Research/ Investigation/ Analysis Other	Small projects Commercial Residential Public Research/ Investigation/ Analysis Other

Category B: Design

This category focuses on contemporary design throughout the municipality. It aims at recognising good design outside heritage conservation areas. This can be both alterations and additions and new works.

B. CONTEMPORARY DESIGN	
B1. New Work	B2. Alterations and Additions
Small projects Commercial Residential Research/ Investigation/ Analysis Public Interior Landscape Other	Small projects Commercial Residential Research/ Investigation/ Analysis Public Interior Landscape Other

Category C: Sustainability

The sustainability categories aim to reward projects that provide high levels of comfort and amenity with minimum energy consumption that are suitable for Sydney's climate. This would include innovative use of building materials, solar power and design, ventilation and passive design, efficient use of energy and water sensitive design.

C. SUSTAINABILITY	
C1. New Work	C2. Alterations and Additions
Commercial Residential Public Landscape Other	Small projects Commercial Residential Public Landscape Other

People's Choice Award

The People's Choice Award was an online voting system that formed part of the 2011 awards. It was a successful and engaging component of the previous awards and will continue to form part of the 2014 awards scheme.

2.3 Judging Criteria

Judging would follow the current practice of inviting expert external judges specialising in heritage, design and sustainability. The nominated properties will be shortlisted by the judges and a site visit undertaken as part of the judging. The following criteria will be used as a guide to judge the nominations.

Category A: Heritage

A1: Heritage Items:

- Understanding site-specific heritage issues
- Retention of embodied significance of the site
- Use of appropriate materials and conservation techniques
- Demonstrated attention to detail

A2: Heritage Conservation Areas:

- Response to streetscape/ contextual fit within the conservation area
- Relationship of original and contemporary forms and materials
- Planning and spatial relationships
- Resolution of details and aesthetic values
- Sympathetic use of materials and forms

Category B: Contemporary Design

B1: New Work:

- Response to the context
- Detailing and materiality
- Planning and spatial qualities
- Bulk, scale and form

B2: Alterations and additions:

- Response to the context
- Relationship with the existing building
- Attention to detail
- Planning and spatial qualities
- Materiality

Category C: Sustainability

The following criteria will be used to judge both new work and alterations and additions under this category. Projects in this category need to demonstrate a successful and innovative use of sustainable technology.

Building Materials

- Use of sustainable materials (this includes new materials with low embodied energy, sustainable production techniques etc)
- Utilisation of renewable and/or recycled building materials
- Minimisation of waste

Design and Construction

- Appropriate use of shading, materials, aspect, light and thermal mass
- Climate/ weather appropriate design

Solar power and design

- Appropriate orientation
- Use of solar products and conversion energy sources in the building
- Minimisation of direct sunlight and solar heat entry through windows, glazing, eaves and other products and methods

Ventilation and passive design

- Use of space and building features with an emphasis on siting and aspect parameters that minimise energy use and greenhouse gas emissions
- Features that are harmonious with and/or sensitive to the location and environment

Efficient use of energy

- Star efficiency rating of the building
- Erosion and sediment control, planting and pervious surfaces
- Systems that optimise the benefits of natural daylight, seasons, changing climatic conditions
- Use of systems, services and features that minimise consumption and reduce energy costs, water consumption and greenhouse emissions
- Recycling of materials and resources such as water
- Reduction of waste landfill materials
- Reduction of 'whole of life' building costs.

Water Sensitive Urban Design (WSUD)

- Rainwater tanks
- Grey water reuse systems
- Onsite water detention and reuse
- Water efficient landscaping and gardens
- Efficient fixtures and fittings
- Reduction of storm water pollution and run-off
- Water collection and reuse

2.4 Awards Ceremony

The 2014 awards ceremony will follow the same framework as the 2011 Heritage Conservation Awards. The only changes relate to the additional categories.

2.5 Expenditure

The cost for the next Woollahra Heritage Conservation Awards has been allocated within the 2014-2015 Budget. The 2011 awards cost approximately \$6000. If the new Woollahra Design Awards are endorsed by Council, minor additional expenditure will occur. This is estimated to be in the vicinity of \$3000. The costs will be reported through the quarterly budget review process.

3. Conclusion

An opportunity exists to refine and expand the existing Heritage Conservation Awards to celebrate good design across disciplines. In addition to heritage and conservation the Woollahra Design Excellence Awards could be successfully expanded to include categories for contemporary design and sustainability. This would increase the diversity of nominations and publically recognise good design throughout the municipality.

Amelia Parkins
Strategic Heritage Officer

Chris Bluett
Manager Strategic Planning

Political Donations – matters to be considered by Councillors at Meetings

