



Urban Planning Committee

Agenda: *Urban Planning Committee*

Date: *Monday 10 November 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

6 November 2014

To: Her Worship the Mayor, Councillor Toni Zeltzer ex-officio
Councillors Katherine O'Regan (Chair)
Ted Bennett
Anthony Boskovitz
Luise Elsing
James Keulemans
Deborah Thomas (Deputy Chair)
Jeff Zulman

Dear Councillors

Urban Planning Committee Meeting – 10 November 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 10 November 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 27 October 2014	1
----	--	---

Items to be Submitted to the Council for Decision with Recommendations from this Committee

R1	White City Planning Proposal & White City Development Control Plan 7.30	2
R2	Minutes of The Oxford Street Working Party Meeting – 23 October 2014	13
R3	Leslie Wilkinson Study – 1157.G	33

Item No: D1 Delegated to Committee
Subject: **Confirmation of Minutes of Meeting held on 27 October 2014**
Author: Ailsa Crammond, Acting Manager – Governance
File No: See Council Minutes
Reason for Report: The Minutes of the Meeting of Monday 27 October 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 27 October 2014 be taken as read and confirmed.

Ailsa Crammond
Acting Manager - Governance

Item No: R1 Recommendation to Council
Subject: **White City Planning proposal and White city Development Control Plan**
Author: Chris Bluett - Manager Strategic Planning
File No: 7.30
Reason for Report: To respond to a decision of the Council made on 8 September 2014.
To inform Council of preliminary responses received from the Department of Planning and Environment regarding the White City Planning Proposal.

Recommendation:

That the progress report on the White City Planning Proposal and the White City Development Control Plan review be received and noted.

1. Background

On 8 September 2014 the Council made a lengthy and detailed decision about the preparation of a planning proposal to list the White City site as a local heritage item (**annexure 1**). The particular parts of that decision which are relevant to this report are provided below.

- A. That the planning proposal to amend Woollahra LEP 1995 by listing as a heritage item *White City Site* be adopted subject to Part E.
- B.
- C. That a review of the White City DCP 2007 be carried out and reported to the Urban Planning Committee within the next 10 weeks.
- D.
- E. That the Heritage Inventory Sheet considered as Late Correspondence at the Urban Planning Committee held on 25 August 2014 include the following additional amendments arising from discussion by the Committee:

vii "Recommendation" section

The following statement be added – "The White City site should be included as a heritage item in the Woollahra Local Environment Plan, specifying that the only three items to be retained and/or adapted are specifically the 1923 Southern grandstand trusses, the Stage 1 Northern grandstand arches and the NSWLTA gates.

The significance of the site, along with the history of the site, should be the subject of an interpretation strategy."

Part C of the decision required that a review of the White City Development Control Plan be carried out and reported to the Urban Planning Committee within 10 weeks. This report responds to that requirement, albeit in the manner of a progress report for reasons explained below in section 3. This report also provides the status of the planning proposal.

2. White City Planning Proposal

A planning proposal was submitted to the Department of Planning and Environment (DPE) on 2 October 2014. The planning proposal and the description of the proposed heritage item were based on the Council's decision of 8 September 2014, in particular Part A and Part E vii. The description was in the following terms:

White City site – but the only three items to be retained and/or adapted are specifically the 1923 Southern grandstand trusses, the Stage 1 Northern grandstand arches and the NSWLTA gates

The DPE has commenced a review of the planning proposal in accordance with the gateway determination¹ process. Part of the review has involved referral of the proposal to the Office of Environment and Heritage (OHE) for comment.

A formal response from the OHE has not been received at this time. However, the DPE has provided preliminary comment on the planning proposal, advising that:

1. In its current form, the planning proposal is inconsistent with Practice Note PN 11-001 and therefore would not progress through the legal drafting process.
2. Once an item is identified to have local significance, Council may require the preparation of a heritage management plan before granting consent to any development. It is at this stage of the planning process that the relevant importance of individual items across a larger site is considered and appropriate management strategies are put in place.
3. The current description of the proposed local heritage item clearly pre-empts this process by conditioning only three items to be retained and/or adapted.

The DPE will complete its review of the planning proposal, with input from the OHE, and provide a formal response. This may be in the form of a gateway determination or a letter.

Practice Note PN 11-001 was issued by the Department of Planning on 10 March 2011 and deals with the preparation of LEPs using the Standard Instrument template. Schedule 5 of the Standard Instrument provides a place for heritage items, heritage conservation areas and archaeological sites. An extract from the Practice Note is contained as **annexure 2**.

The description of a heritage item follows a defined practice. For example, the description can cover a whole site, a building and its interior, or part of a building. The description does not include actions, considerations or decisions which might flow as a consequence of an item being listed.

The description of the heritage item contained in the planning proposal does not conform with the required standard listing approach. It nominates the whole White City site as the item, but also specifies that only three elements are to be retained or adapted. The proposed listing, therefore, combines a number of steps which is confusing.

It is commonly understood that if a whole site is listed, the land and all buildings and components are included as the item unless particular exclusions are mentioned as part of the description. Listing a whole site does not prevent the adaptation, demolition and interpretation of elements and features or does it prevent new works from occurring on the site. This is the same understanding for the listing of a single building and its site.

¹ A gateway determination is a decision by the Minister for Planning and Environment or delegate on whether a planning proposal should proceed to public exhibition stage with or without variation.

A conservation management plan, which incorporates the results of an assessment of heritage significance, may conclude that adaptation and demolition of certain elements or features are reasonable and that new work may occur in a particular manner. This policy may be expressed in a flexible way in order to accommodate a range of future development options.

It is not necessary or is it appropriate for the listing to contain references to matters that are the subject of future decisions associated with the preparation, assessment and determination of development proposals.

The DPE has two options for dealing with the planning proposal.

1. Issue a gateway determination with a condition amending the planning proposal so that the listing is consistent with the practice note. This would probably involve either –
 - (a) Changing the description to relate to the whole site and exclude the specific reference to the three elements. In this way, the three nominated elements are implicitly included with the listing for the whole site.
 - (b) Changing the description to only include the three nominated elements. In this case all other parts and elements, including the grounds, are not listed
2. Decline to issue a gateway determination and ask Council to clarify its intentions having regard to the practice note requirement.

Option 1(b) is problematic for two reasons. First, the 1923 Southern Grandstand trusses and the Stage 1 Northern Grandstand arches are structural components of larger buildings.

Listing trusses and arches by themselves can create confusion because the full extent of the item is not clear. For instance, technically an arch is a structure which spans an opening or space. A narrow interpretation would not allow the surrounding walls supporting the arch and other associated elements to be considered as the item. Similarly, the trusses are not floating features, but are supported by columns and linked with walls.

Isolating elements without acknowledging their relationship to the whole structure could lead to a conclusion that the elements can be relocated anywhere on a site. As such, the heritage value of elements, which lies in part with their current location, their strong visual presence and their contribution to the sense of place, can be compromised.

The second issue with selectively listing elements is that the degree of heritage conservation policy that can be applied to the whole site through a DCP is affected. This matter is explained in section 3, below and is associated with the statutory relationship of a DCP and an LEP.

3. Review of White City DCP 2007

A review of the White City DCP has been carried out and part of the plan has been redrafted. However, the heritage conservation provisions, which represent a major element of the DCP, have not been finalised. This aspect is influenced by the extent of land on which the heritage item listing applies and the description of the heritage item. In this regard, the review of the White City DCP and the preparation of a planning proposal for the White City site are related projects.

In conducting the review of the White City DCP we were mindful that whilst a planning proposal had been endorsed by the Council, it had not received a gateway determination from the DPE. Because of the statutory relationship between a DCP and an LEP, it was considered necessary to establish a degree of certainty about the heritage item listing through the gateway process before completing the DCP review.

The *Environmental Planning and Assessment Act 1979* (the Act) regulates the purpose and status of DCPs and the preparation of DCPs. In regard to the latter, the Act directs how provisions of a DCP are moderated through their relationship with those of an LEP. This arrangement is mentioned in section 74C which states:

74C Preparation of development control plans

- (5) A provision of a development control plan (whenever made) has no effect to the extent that:
- (a) it is the same or substantially the same as a provision of an environmental planning instrument applying to the same land, or
 - (b) it is inconsistent or incompatible with a provision of any such instrument.

A provision of a DCP, therefore, could have no effect where it sought to apply heritage-related guidelines and controls, irrespective of their detail, on a site or part of a site that was not heritage listed or within a heritage conservation area. Arguably, such a provision in a DCP should not be used in the assessment and determination of a development application for the site. If it was used in the consideration and determination of a DA, the determination might be open to legal challenge.

Most of the White City site is located within the Paddington Heritage Conservation Area. That part within the HCA. Part of that land was once occupied by the original NSW Lawn Tennis Association Clubhouse (demolished in 1968).

It would be possible to include heritage conservation provisions in the DCP for the part of the site within the HCA. However, the detail of those provisions would be influenced by the heritage listing.

The operation of section 74C (5)(b) would have the effect of nullifying the DCP's heritage conservation provisions should they be applied to the northern part of the site. This would mean that even very broad heritage conservation provisions such as an interpretation strategy for the former NSW LTA Clubhouse might not be achievable.

4. Conclusion

Progress of the White City Planning Proposal has advanced to the stage where it has received preliminary consideration by the DPE. Issues have been raised by the DPE about the proposal's consistency with the Standard Instrument. It is likely the proposal will need to be amended. The precise nature of the change will be confirmed by the DPE either through a gateway determination or by another written response.

Because of the statutory limitations applying to the content of DCPs, it will be necessary to obtain confirmation about the content of the planning proposal before the White City DCP review can be finalised. This will enable the heritage conservation provisions of the DCP to be consistent with the future heritage listing in the LEP as expressed in the planning proposal.

A further report on the DCP review will be presented to the Committee once the planning proposal has been clarified.

Allan Coker
Director Planning and Development

Chris Bluett
Manager Strategic Planning

Annexure

1. Decision of Council made on 8 September 2014.
2. Extract from Practice Note PN 11-001

Item No: R2 Recommendation to Council
Subject: Minutes of The Oxford Street Working Party Meeting 23 October 2014
Author: P Kauter, Executive Planner
File No: 349.G
Reason for Report: To submit the minutes of the Oxford Street Working Party meeting 8/5/13

Recommendation:

1. That the minutes of the Oxford Street Working Party meeting 8/5/13 as contained in Annexure 1 of this report be received and noted
2. That the Council adopt the revised *Oxford Street Working Party Terms of Reference* as contained in Annexure 2 of this report.

1. Report:

The Oxford Street Working Party (OSWP) was formed following a Council resolution of 22/4/13. Membership of the OSWP was established following expressions of interest by Councillors.

The most recent meeting of the OSWP was on 23/10/2014. The minutes of that meeting are annexed, see Annexure 1.

Under the OSWP's current Terms of Reference (adopted 11/6/2013) its stated purpose is:

To serve as an advisory body to Council to assist with the revitalisation and reinvention of Oxford Street, Paddington. The Working Party shall not operate in a regulatory or authoritative capacity.

In relation to delegated authority the Draft Terms of Reference provide as follows:

The working Party is an advisory committee only and has no delegated authority. The Working Party will report to the Urban Planning Committee as required.

Accordingly the minutes of the OSWP meeting held on 23/10/2014 are being reported to the Urban Planning Committee for its consideration.

2. Item 5.2 OSWP Terms of Reference

Item 5.2 requires specific consideration by the Urban Planning Committee as it relates to the OSWP's Terms of Reference. If the Committee agrees to the recommendation a Council resolution would be required to make the necessary changes to the Terms of Reference.

The current OSWP's Terms of Reference, see **Annexure 2**, were adopted by Council on 11/6/2013 in the following terms:

1. *That the minutes of the Oxford Street Working Party meeting 8/5/13 as contained in Annexure 1 of this report be received and noted*

2. *That the Council adopt the Oxford Street Working Party Terms of Reference as contained in Annexure 2 of this report subject to the second point under the heading —Members being amended from — “The Mayor will be the Chair of the Working Party” to “The Mayor will appoint the Chair of the Working Party”.*

These Terms of Reference were considered appropriate to the role of the Working Party at the time it was initiated, i.e. *to address the revitalisation and reinvention of Oxford Street, Paddington.*

Since then there have been some changed circumstances, most relevantly the production by Village Well of the *Oxford Street, Paddington placemaking roadmap report* dated 20/5/2014 (the VW report) on behalf of Council and the subsequent Council resolution on 11/8/2014 in relation to that report.

2.1 OSWP discussion on item 5.2

The minutes of the OSWP meeting record the following **Discussion** in relation to item 5.2:

There was discussion on the Terms of Reference in the context of Priority Initiative 4.2.3(2) of the Village Well report. That Priority Initiative concerns strengthening the OSWP by broadening its representation to include the City of Sydney and other key stakeholders.

The general consensus was that the membership base should be broadened. The membership provisions under the Double Bay Working Party’s Terms of Reference were discussed. The following membership make up was considered appropriate:

- *The Mayor of Woollahra*
- *Four (4) Woollahra Councillors nominated by the Mayor*
- *Two (2) representatives nominated by the City of Sydney, either Councillors or Officers*
- *Two (2) representatives nominated by the PBP*
- *One (1) resident representative*
- *Two (2) property owner representatives*

It was also considered that Professor Ed Blakely be invited to provide strategic advice.

In view of the broadened membership and also to recognise the Council’s resolution following its consideration of the Village Well report, the Purpose provisions of the Terms of Reference should be changed.

Changes to Terms Of Reference would require a council resolution and a report to the Urban Planning Committee.

2.2 OSWP action on item 5.2

The minutes of the OSWP meeting record the following **Action** in relation to item 5.2:

That staff prepare a report to the next available meeting of the Urban Planning Committee to consider the changes to the Terms of Reference as were considered to be appropriate by the OSWP.

2.3 Background

The VW report recommendation, Priority Initiative 4.2.3(2), is as follows:

The existing Oxford Street Working Party managed by Woollahra Municipal Council should be strengthened by inviting City of Sydney representatives, including Council Officers and Councillors, and other key stakeholders.

This group should investigate a range of funding mechanisms, including funding from both councils as an initial boost to deliver a series of activation initiatives. This includes funding for initiatives delivered by both councils and the transformed Paddington Business Partnership.

In addition to the funding received by both councils, longer term funding initiatives should be investigated further, such as grants and sponsorship from events.

The following comments on this Priority Initiative were made in the staff report to the Urban Planning Committee which led to the Council resolution on 11/8/2014:

This is a matter for Woollahra Council to consider. The OSWP's Terms of Reference would need to be reviewed to facilitate the type of representation envisaged by this recommendation. Presently CofS staff are invited to OSWP meetings as are other key stakeholders.

This is an item which should be included on the agenda for consideration at the next meeting of the OSWP.

Both Councils have provided grants to the PBP and have carried out initiatives separately. Further dialogue between the Councils would be required to establish an appropriate governance structure to enable assistance to be provided in a more coordinated manner.

The PBP can look for grants which may become available from time to time from other sources. This could extend to sponsorship from events.

2.4 Consideration

The OSWP is an advisory body which reports to Woollahra Council through the Urban Planning Committee. Regarding membership, its Terms of Reference presently provide:

The Working Party will consist of elected councillors appointed through expressions of interest by the Mayor.

The current membership is seven (7) Woollahra Councillors:

Toni Zeltzer, Mayor (Chair)
Peter Cavanagh
Luise Elsing
Anthony Morano
Katherine O'Regan
Andrew Robertson
Elena Wise

We routinely invite representatives from the PBP and the City of Sydney (Officers) to attend OSWP meetings. We also invite other stakeholders to specific OSWP meetings if there are items on the agenda the consideration of which would benefit from their input.

The dynamics of the OSWP as it presently functions is to hear from stakeholders on relevant matters which are then discussed by the members. Generally the discussion is informal and stakeholders are given the opportunity to participate. What is recorded in the minutes is the consensus of the member's views on the particular item.

The Village Well recommendation is about strengthening the OSWP by inviting additional representation. It refers to the OSWP investigating funding mechanisms for initiatives delivered by both Councils and the transformed PBP². Presently Woollahra and the City of Sydney Councils have provided funding for Oxford Street. In Woollahra's case the funding has been provided directly to the PBP to enable it to function and to carry out various activities as contained in its business plans.

The OSWP presently comments on funding issues in the context of requests received from the PBP for funding by Woollahra Council. Its comments are included in reports to our Urban Planning and Corporate & Works Committees when funding requests are being considered.

The Activate Oxford Street program looked at the shopping strip generally and not just that part within the Woollahra LGA. Broadening the membership base as suggested in the Village Well report would give greater voice to the PBP, the City of Sydney and any other stakeholders.

As the role of the OSWP is to provide advice, final decisions on funding requests would remain with the respective Council.

The Double Bay Working Party's (DBWP) Terms of Reference provide for members drawn from Woollahra Councillors (x 4), business representatives (x 2), resident representatives (x 3) and property owners (x 2). Its membership also includes Strategic Advice representation (x 1) and it allows for attendance by representatives of interested groups at the invitation of the Chair.

The DBWP membership model could be adapted for Oxford Street. As the Double Bay commercial centre is located wholly in the Woollahra LGA representation from the City of Sydney, or any other neighbouring council, is unnecessary. The City of Sydney have indicated a willingness to have membership representation on the OSWP.

It should be acknowledged that the OSWP presently provides advice to Woollahra Council on a broad range of issues, not just funding. Although Priority Initiative 4.2.3(2) makes references to funding it should not be seen as narrowing the range of matters on which the OSWP provides advice.

² The **transformed** PBP is a reference to Priority Initiative 4.2.3(1) which provides:
Strengthen and support the Paddington Business Partnership to rebrand and deliver the new Oxford Street vision.

Through rebranding, the partnership has the opportunity to rename itself. A potential name for the transformed group is 'Oxford Street Paddington Precinct Group' (OSPPG). This new name reflects the repositioning of the group and elevates the role of Oxford Street as a central spine within Paddington, as well as referencing it as a precinct with intriguing offshoots and neighbourhoods that spill from the main street.

This group would build upon the current success of the Paddington Business Partnership, improving its effectiveness and influence.

It is also considered that, in recognition of the VW report and the recommended changes to membership

3. Conclusion

It is considered that the Committee should receive and note the minutes of the OSWP meeting held on 23/10/2014. It is further recommended that the Committee should adopt the changes to the OSWP's Terms of Reference as contained in **Annexure 4**.

P Kauter
Executive Planner

Allan Coker
Director- Planning & Development

1. Annexures:

1. Minutes of the Oxford Street Working Party meeting held on 23/10/2014
2. Oxford Street Working Party Terms of Reference as adopted on 11/6/2013
3. Draft Oxford Street Working Party Terms of Reference showing marked-up changes
4. Proposed Oxford Street Working Party Terms of Reference

Item No: R3 Recommendation to Council
Subject: **Leslie Wilkinson Study**
Author: Amelia Parkins, Strategic Heritage Officer
File No: 1157.G
Reason for Report: To provide a progress report on the work carried out to review the work of architect Leslie Wilkinson in the municipality.

Recommendation:

That Council note the next stages of the study as set out in the report to the Urban Planning Committee meeting on 10 November 2014.

1. Background

The Woollahra Local Government Area has the largest collection of residential buildings designed by Leslie Wilkinson in Australia.

Leslie Wilkinson was born in England in 1882 and became an associate of the Royal Institute of British Architects in 1907. In 1918 Wilkinson was appointed Professor of Architecture at the University of Sydney. In 1919 he was appointed University Architect and a year later gained approval for the creation of a faculty of architecture, the first full time architecture course offered in Australia. Wilkinson appointed himself as Dean of the faculty.³

Wilkinson quickly grew to appreciate Australia's colonial heritage which, with the influences from the Mediterranean architecture experienced in his travels, became a model he believed to be suitable for the Australian climate.⁴ Through his teaching and practice, Wilkinson successfully introduced a Mediterranean aesthetic to Australian domestic architecture. This became known as the Inter-war Mediterranean style and was closely related to the Inter-war Spanish Mission style.⁵

In addition to his work associated with the University of Sydney, Wilkinson retained the right to maintain a private practice and carried out many domestic and ecclesiastical commissions. Wilkinson was often commissioned to design residences for upper and upper-middle class clientele.⁶ The majority of these commissions were in the Woollahra Municipality. Wilkinson himself worked and lived in the municipality. The first house he designed in 1923 for himself, *Greenway*, was in Wentworth Road, Vaucluse.

Some of Wilkinson's architectural works are listed as heritage items in the Woollahra LEP 1995 and are carried over into the Draft Woollahra LEP 2014. Two of these are also listed on the State Heritage Register.

³ Falkiner (ed), *Leslie Wilkinson: A Practical Idealist* Sydney, 1982.

⁴ *Domestic Architecture in Australia*, edited by Sydney Ure Smith and Bertram Stevens in collaboration with W. Hardy Wilson (Angus and Robertson, Sydney, 1919)

⁵ Apperly, R, Irving, R, Reynolds, P, *A Pictorial Guide to Identifying Australian Architecture: Styles and terms from 1788 to the present*, Mead & Beckett Sydney 1989.

⁶ Lucas, Clive, *Wilkinson, Leslie (1883-1973)*, Australian Dictionary of Biography, National Centre of Biography, Australian National University, 1990.

In 2008 the Council embarked on a study to investigate the range of work undertaken by Wilkinson in the municipality. This study looked at the listings at that time, but focused on works that had not been listed. The research was carried out as time allowed in the context of other projects and priorities in the Council's strategic planning program.

The result of the research carried out in 2008 was the compilation of three lists of properties in the municipality that were thought, or known to have some association with Wilkinson:

- 1) Heritage items that are attributed to Wilkinson;
- 2) Heritage items that are thought to have some association with Wilkinson but which are not recognised as being so in their inventory sheets; and
- 3) Properties that are not heritage items but have been identified through research as potentially the work of Wilkinson.

The project was accelerated in March 2014, with the appointment of heritage consultants Weir Phillips Architects. These consultants were engaged to review the third list of properties identified as potentially having an association with Professor Leslie Wilkinson and to make a recommendation as to whether any of these properties reach the threshold for local heritage listing.

This investigation forms part of a comprehensive study of the domestic architecture of Leslie Wilkinson in the Woollahra Municipality. The study identifies existing heritage items associated with Wilkinson and reviews the properties that are potentially the work of Wilkinson, ultimately providing a comprehensive inventory of the collection of works associated with Leslie Wilkinson located in the Woollahra Local Government Area.

This project is included as action 4.3.1.3 in Council's Delivery Program and Operational Plan (DPOP) with a target date for completion of 31/12/14.

2. Methodology

The methodology used in the initial identification of buildings associated with Leslie Wilkinson in the Woollahra Municipality involved a review of the documents held in the Wilkinson collection at the Mitchell Library, which included architectural drawings and sketches.

The list of properties identified through this research was supplemented by works published in the book 'Leslie Wilkinson: A Practical Idealist' and a study by Weir Phillips Architects Pty Ltd in 2003 that identified major works by Wilkinson in the municipality. An initial review of this list was carried out by staff in 2008 and resulted in a shortlist of properties that are not heritage items but may have some association with Leslie Wilkinson.

The 2014 review of the shortlist of properties that may be associated with Leslie Wilkinson, has involved:

- A review of the background information and initial research undertaken by Council staff in 2008 and James Phillips in 2003;
- Detailed historical research into each property using:
 - Rate books to establish ownership of the land and construction date of each house;
 - John Sands' Sydney and Suburban Directory to verify ownership, occupants and date of construction and any pattern of development in the surrounding area.
 - Council building records and a review of plans held by Council to establish what work was approved to be carried out by Wilkinson.

- The Mitchell Library Wilkinson Collection to identify any plans or records that are not held by Council.
- Trove, Pictures Australia and other internet sources.
- Woollahra Local Studies Vertical Files and catalogue.
- Aerial photography using Council's GIS system (1943, 2002, 2005, 2011 and 2014 imagery)
- Site inspections and photography of each property from the public domain only. In most cases this was limited to public streets or publicly accessible laneways.
- An assessment of significance for each property using the criteria contained in the document titled 'Assessing Heritage Significance' published by the Heritage Office.
- Comparative analysis of buildings associated with Leslie Wilkinson in the Woollahra Municipality, involving a site inspection, photography and historical investigation to determine the extent of Wilkinson's involvement.
- Preparation of a report on the influence of Leslie Wilkinson in Woollahra.
- Preparation of draft inventory sheets for recommended potential heritage items. All potential items were assessed in accordance with the Heritage Office's established criteria for assessing significance.

3. Building Inventory

An inventory of the work of Leslie Wilkinson in the Woollahra Municipality has been compiled using both primary and secondary sources. A comprehensive list has been compiled of all the buildings that were identified in the research as having an association with Leslie Wilkinson, including those that were never constructed or that have been demolished. This list will be presented to the Urban Planning Committee with the findings and recommendations of the study early in the new year.

Woollahra LEP 1995 and Draft Woollahra LEP 2014 list 28 buildings that are attributed to Wilkinson. The majority of these items represent a collection of Wilkinson's major residential buildings. Others are substantial additions to prominent buildings in the municipality such as Bishopscourt (11a Greenoaks Avenue, Darling Point) and St Michael's Church (1 St Michael's Place).

Those buildings already identified as heritage items in Woollahra LEP 1995 and Draft Woollahra LEP 2014 were analysed to provide examples of the characteristics of Wilkinson's style. A large number of buildings have undergone alterations or additions by Wilkinson, which might not ordinarily be considered for heritage listing, but given the influence of Wilkinson, may be significant and characteristic examples of his work that warrant protection. A presentation of some of Wilkinson's buildings and their characteristic features will occur at the Urban Planning Committee meeting on 10 November 2014.

The review carried out by Weir Phillips Architects identifies an additional six properties that are worthy of further investigation as potential heritage items due to their association with Leslie Wilkinson.

Inspections from the public domain have been unable to determine the degree to which the surviving fabric of these buildings demonstrates the association with Leslie Wilkinson. These properties have undergone a preliminary assessment against the industry standard criteria for assessing heritage significance, as set out in the NSW Heritage Office Manual '*Assessing Heritage Significance*'. In order to make a thorough assessment it will be necessary to gain access to each property. This will allow an assessment of the physical fabric, which will reveal the extent of Leslie Wilkinson's association.

3.1 Next stages

A final recommendation will be made to the Urban Planning Committee in 2015. At that time, each completed heritage inventory sheet will be submitted for the Council's consideration along with any supporting documentation.

The next steps are to:

- Write to the property owners and request an inspection;
- Provide draft inventory sheet and research to owners;
- Allow comments from land owners;
- Review the study findings and draft heritage inventory sheets following the site inspection and receipt of any comments from owners;
- Prepare a report to UPC with recommendations;
- Distribute report to land owners prior to meeting;
- Present report to UPC at which land owners may make presentations;
- Further action subject to Council's decision.

4. Conclusion

Leslie Wilkinson has had a profound impact on architecture in Australia. The majority of his domestic commissions were within the Woollahra Local Government Area. Council has already identified and heritage listed 28 significant examples of his work.

In order to complete the comprehensive review of Wilkinson's work in the municipality, site inspections for the six properties identified as potential heritage items should be carried out to determine the extent of his association with each property. Following the site inspections draft inventory forms will be completed and another report prepared recommending heritage listing of those properties that reach the threshold for local heritage listing.

Amelia Parkins
Strategic Heritage Officer

Chris Bluett
Manager Strategic Planning

Political Donations – matters to be considered by Councillors at Meetings

