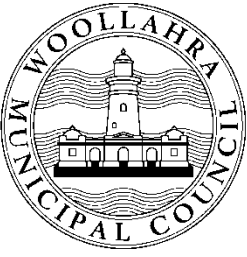


Urban Planning Committee



Agenda: *Urban Planning Committee*

Date: *Monday 22 October 2012*

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 (“R” Items)

- 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.
- Local Environment Plans.
- Residential and Commercial Development Control Plans.
- Rezoning applications.
- Heritage Conservation Controls.
- Traffic Management and Planning (Policy) and Approvals.
- 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 (“D” Items)

- 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

18 October 2012

To: His Worship the Mayor, Councillor Andrew Petrie ex-officio
Councillors Greg Levenston (Chair)
Ted Bennett
Luise Elsing
Elena Kirillova
Katherine O'Regan
Matthew Robertson
Toni Zeltzer

Dear Councillors

Urban Planning Committee Meeting – 22 October 2012

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 22 October 2012 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 August 2012	1
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Items to be Submitted to the Council for Decision with Recommendations from this Committee

R1	A New Planning System for NSW – Green Paper – 885.G Green Paper * Note: Annexures 1 and 2 circulated under separate cover	2
R2	Draft Conservation Management Plan and zoning options for Strickland House – 523.G	14

Item No: D1 Delegated to Committee
Subject: **Confirmation of Minutes of Meeting held on 27 August 2012**
Author: Les Windle, Manager – Governance
File No: See Council Minutes
Reason for Report: The Minutes of the Meeting of Monday 27 August 2012 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 August 2012 be taken as read and confirmed.

Les Windle
Manager - Governance

Item No: R1 Recommendation to Council
Subject: A New Planning System for NSW - Green Paper
Author: Patrick Robinson – Manager Development Control
Jacquelyne Della Bosca – Team Leader Strategic Planning
Jane McMillan – Strategic Planner
File No: 885.G Green Paper
Reason for Report: To advise that the State Government released its *Green Paper - A New Planning System for New South Wales*, which proposes significant changes in key areas of the planning system.
To obtain Council's approval of our submission to the Green Paper.

Recommendation:

1. That Council endorses the submission on the Green Paper contained in **Annexure 2** of the report to the Urban Planning Committee meeting of 22 October 2012.
2. That the Committee's recommendation proceeds to the Council meeting on 22 October 2012 as a matter of urgency so that the submission to the Green Paper may be forwarded to the Department of Planning and Infrastructure as soon as possible, given that the closing date for submissions was 5 October 2012.

1. Background

A review of the NSW Planning System was commissioned by the NSW Government in June 2011 with the intent of replacing the *Environmental Planning and Assessment Act 1979* (the Act).

In December 2011 the *Issues Paper of the NSW Planning System Review* (the Issues Paper) was released for public comment. That paper summarised the principal stakeholders' concerns with the current planning regime in New South Wales. The Issues Paper was reported to the Urban Planning Committee of 13 February 2012, and the outline of our submission to the Issues Paper was approved by Council on 13 February 2012.

Council forwarded its submission to the State Government on 2 March 2012. Key points made in the submission included:

- The strong environmental planning objectives of the existing Act should not be 'watered down' to give emphasis to efficiency and/or economic development.
- Only applications of genuine State or regional significance should be determined by external panels or State bodies.
- There are likely to be difficulties in developing a model which requires consent authorities to focus only on elements which are non-complying.
- We do not support deemed approvals.
- There may be merit in extending the assessment criteria under section 79C of the Act provided the criteria are tailored to the scale and potential impacts of development.
- Model instruments of delegation should not be mandatory.
- Elected Councillors should have an ongoing role in determining DAs, particularly those which raise matters of public interest.
- A target that 50% of all proposals in NSW be dealt with as complying development is not supported.

- Exempt and Complying Development provisions are far too complex and need to be simplified.
- There is a widespread dissatisfaction with the private certification system.

Following on from the Issues Paper, the State Government released the Green Paper - New Planning System for New South Wales for public comment in July 2012.

We have reviewed the Green Paper and find that most of the matters raised in our submission to the Issues Paper have been ignored and disregarded in the preparation of the Green Paper.

2. A new planning system for NSW – the Green Paper

The Green Paper is the State Government's 'blueprint' for fundamental changes to the planning system. It identifies what the State Government believes are the major problems with the existing planning system, and proposes ways in which it intends to fix those problems and implement a better system for the future.

The State Government asserts that the Green Paper is a bold step in the development of a new planning system for NSW:

The transformative changes will move us from an overly regulated and prescriptive system to a simpler, strategic and more flexible performance based system. The new planning system will be based on transparency in process and decision making. The new planning system will deliver sustainable outcomes and improve people's quality of life.

The Green Paper 'blueprint for change' is based around four fundamental reforms:

1. Community Participation
2. Strategic Focus
3. Streamlined Approval
4. Provision of Infrastructure.

The Department of Planning and Infrastructure (DP&I) identifies that the changes will result in reforms across a number of areas such as:

- involving the community early in guiding planning decisions that will shape the growth and future of our cities, towns and neighbourhoods,
- placing much more emphasis on preparing good policies upfront to guide growth and development,
- reducing red tape and delay for the assessment of development applications for all types of proposals,
- ensuring that infrastructure is planned and delivered to support new and existing communities,
- promoting a 'can do' culture in the planning system and ensuring that councils and the government are accountable for delivering the results they have committed to, and
- providing greater access to information about planning policies, planning decisions, and your rights in the planning process.

The table below identifies the four areas of reform and the key elements of change.

FIGURE 1 BLUEPRINT FOR CHANGE: A NEW PLANNING SYSTEM FOR NSW

Community Participation	Strategic Focus	Streamlined Approval	Provision of Infrastructure
Effective community participation in planning at the strategic stages	Increased emphasis on strategic planning as the basis for all planning outcomes and to remove duplication	Faster and less complicated Development Approval as issues are resolved strategically	Linking planning and delivery of infrastructure to strategic planning for growth
<ol style="list-style-type: none"> 1. Public Participation Charter to require the appropriate level of community participation in plan making and development assessment 2. Strategic community participation to enable effective and early community participation 3. Transparency in decision making to increase public access to the evidence base for decisions 4. Information technology and e-planning to simplify and improve community access to planning information and processes 	<ol style="list-style-type: none"> 5. NSW Planning Policies replace <i>SEPPs</i> and <i>Section 117 Directions</i> and provide practical high level direction 6. Regional Growth Plans to align strategic planning with infrastructure delivery 7. Subregional Delivery Plans that affect immediate changes to zones, are based on evidence in <i>Sectoral Strategies</i> and linked to <i>Growth Infrastructure Plans</i> 8. Local Land Use Plans with strategic context and performance based development guidelines 9. New Zones to capture investment opportunities and preserve local character 	<ol style="list-style-type: none"> 10. Depoliticised decision making with development decisions streamed to independent experts 11. Strategic compliance to allow development that complies with strategic planning to proceed 12. Streamlined state significant assessment to deliver major projects sooner 13. Smarter and timely merit assessment with requirements matching the level of risk 14. Increasing code assessment to reduce transactions costs and speed up approvals for complying development 15. Extended reviews and appeals to increase the accountability of decision makers 	<ol style="list-style-type: none"> 16. Contestable infrastructure to enable greater private sector participation 17. Growth Infrastructure Plans to link strategic plans with infrastructure provision 18. Affordable infrastructure contributions to provide a fairer and simpler system to support growth 19. Public Priority Infrastructure to streamline assessment for major infrastructure delivery
Delivery Culture			
<ol style="list-style-type: none"> 20. Chief Executive Officers Group to provide a whole of government approach to implementation 	<ol style="list-style-type: none"> 21. Regional Planning Boards to oversee regional and subregional strategic plan making 	<ol style="list-style-type: none"> 22. Mandatory performance monitoring to publicly track performance towards achievement of strategic plans at all levels 	<ol style="list-style-type: none"> 23. Organisational reform to resource strategic planning and improve the culture of planning at all levels

(Source: Green Paper, page 4)

The Green Paper articulates these reforms through twenty-three (23) ‘transformative changes’. We have examined these 23 changes, and are very concerned about what is being proposed.

The primary objective of the reforms is to improve economic growth.

We find that the reforms sharply and unreasonably tip the planning system in favour of the development industry. Under the proposed changes, Council and community input into local policy and decision making will be significantly eroded. We anticipate this will lead to poorer environmental, urban design, planning and social outcomes.

We cannot support many of the changes proposed in the Green Paper.

Part 3 of this report provides a summary of the four areas of reform identified in the Green Paper, including our broad comments to these reforms. More specific comments to each of the 23 changes in the Green Paper are in our draft submission to the State Government, provided at **Annexure 2** for Council’s approval.

3. Summary of the Green Paper, including our broad comments

3.1 Community Participation

Green Paper position

The Green Paper identifies four changes to community participation, which the State Government purports will empower the community in the decision making process:

1. *A Public Participation Charter*
The NSW Government proposes to establish a Public Participation Charter to ensure appropriate community participation occurs in plan making and development assessment.
2. *Strategic community participation*
The community will be engaged early at the strategic planning stages in the setting of the overall planning outcomes for an area. This is important so that decision makers can fully articulate the trade-offs involved in strategic planning decisions.
3. *Transparency in decision making*
Community confidence in decisions will be increased through: evidence based decision making with full community participation; a clear strategic context for decisions and a clear line of sight through the hierarchy of plans; readily accessible planning information with plans at all levels written in plain English; public tracking of the decision making processes; and public reporting of time frames.
4. *Use of information technology and electronic planning*
The community will be able to access planning information and stay informed of decision making through the use of electronic planning, notification and engagement tools.

These changes represent a major shift in the way communities will be engaged. The focus is on a top down engagement model where people are involved at the strategic planning and policy stage of decision making, instead of the focus being at the development assessment stage.

Our comments

We question whether the changes proposed in the Green Paper will give rise to effective community participation in planning. Moreover, we are concerned that the changes could actually translate into an overall decline in community participation in the planning process as currently provided under the Act.

Although there is merit in engaging the community at the strategic planning stage, the State Government needs to recognise that it will be extremely difficult to encourage people to engage, as there may not be strong community interest in the regional growth plans and sub-regional delivery plans.

A greater community response is more likely to be received during the preparation of local land use plans. However, there will be overwhelming community demand to retain opportunities for consultation at the development assessment stage—the key area that the Green Paper seeks to erode by removing opportunities for consultation.

We cannot support removing opportunities for community consultation at the development assessment stage.

Our further comments to the specific elements of the reforms regarding “community participation”, as set out in Changes 1 to 4 of the Green Paper, are provided in the **Annexure 2**.

3.2 Strategic focus

Green Paper position

The Green Paper identifies that strategic planning will become the cornerstone of all planning decisions. It is envisaged that strategic planning at all levels will be evidence based, prepared collaboratively with councils, involve strong community participation, and be integrated with infrastructure provision.

The new strategic focus will mean more decisions regarding land use, zoning and development control will be made in the strategic stages of the planning process. According to the Green Paper, this will improve transparency and certainty for proponents and the community.

The shift in focus is intended to replace the current focus which the Green Paper suggests inappropriately rests at the development assessment stage. To implement this, major structural change is proposed at all levels of the planning system and a new hierarchy of plans is proposed, as identified in Figure 6 of the Green Paper.

FIGURE 6 MAJOR STRUCTURAL CHANGE AT ALL LEVELS OF THE PLANNING SYSTEM



(Source: Green Paper, page 26)

Our comments

The proposed changes seek to increase planning efforts at the strategic planning level and reduce the efforts spent in development assessment. We agree that more focus and resourcing should be directed towards strategic planning, but do not agree that this should be at the expense of the planning efforts at the development assessment stage.

Regional Growth Plans and Subregional Delivery Plans

Preparing the Regional Growth Plans and Subregional Delivery Plans will involve significant investigations and analysis. We are not confident that the State Government will provide enough time or resources to prepare these plans at a sufficiently detailed level, considering the Green Paper states that financial and market feasibility should be at the core of strategic land use planning, zoning and development controls.

To that end, we are concerned that the State Government will prepare these plans with one primary agenda in mind—to make it easier for the development industry to deliver new housing—and in doing this, relegate environmental, heritage, urban design and liveability considerations to secondary objectives. This will undoubtedly result in poorer environmental, urban design, planning and social outcomes.

Local Land Use Plans

We are also concerned about the relationship between the Subregional Delivery Plans and the Local Land Use Plans. We oppose the idea that developers can circumvent Council's local planning controls and prepare development proposals approval under the Subregional Delivery Plan.

Further, there is not enough information in the Green Paper to understand how the Local Land Use Plans will operate. We are concerned that much of the local policy content in our existing local environmental plan and development control plans may not be able to be reflected in the new Local Land Use Plan. We also seek assurance that heritage protection will be addressed within the new framework.

Our further comments to the specific elements of the reforms regarding “strategic planning”, as set out in Changes 5 to 9 of the Green Paper, are provided in the **Annexure 2**.

3.2 Streamlined approvals

Green Paper position

The Green Paper identifies ‘transformative ideas’ for development assessment and compliance, which will make demonstrable changes to the way a planning approval may be obtained in NSW.

Under the proposed changes, development that is consistent with the strategic plan will be able to proceed in a timely and straightforward manner, and other development will be assessed on its merits against strategic outcomes. Code complying development will be maximised and where more detailed assessment is needed, the level of assessment will match the level of impact.

The case for fully reviewing the planning system in NSW has been linked to a sentiment that obtaining development consent under the existing Act has become complex, politicised and overly legalistic. Further, it is perceived that this process is burdensome and adds little, if any, value to development outcomes.

Depoliticising decision making

To streamline approvals the Green Paper proposes significant changes to the current development control process. For example, it is suggested that the decision making powers of the Joint Regional Planning Panels (JRPPs) and the Planning Assessment Commission (PAC) be strengthened.

In the case of JRPPs, the Green Paper recommends much earlier and greater involvement in the decision making process. For example, it suggests that JRPPs could be involved in pre-lodgements meetings or briefings, and that consideration should be given to providing dedicated staff to the JRPP assessment process to assist with input into the assessment/determination interface.

The Green Paper clearly articulates support for all local and regional development applications to be determined either by an expert panel or council staff under delegation, with the level of determination based on the class of development or on the basis of public interest.

The Green Paper suggests a hierarchy of decision making as follows:

DEVELOPMENT TYPE	DECISION MAKER
State Significant Infrastructure <i>including Public Priority Infrastructure</i>	<i>Minister for Planning and Infrastructure</i>
State Significant	<i>Planning Assessment Commission/Department of Planning and Infrastructure</i>
Regional	<i>Joint Regional Planning Panel</i>
Local	<i>Council General Manager and Staff Under Delegation/ Local Expert Panel</i>
Code Assessable	<i>Council/Accredited Certifier</i>

(Source: Green Paper, page 26)

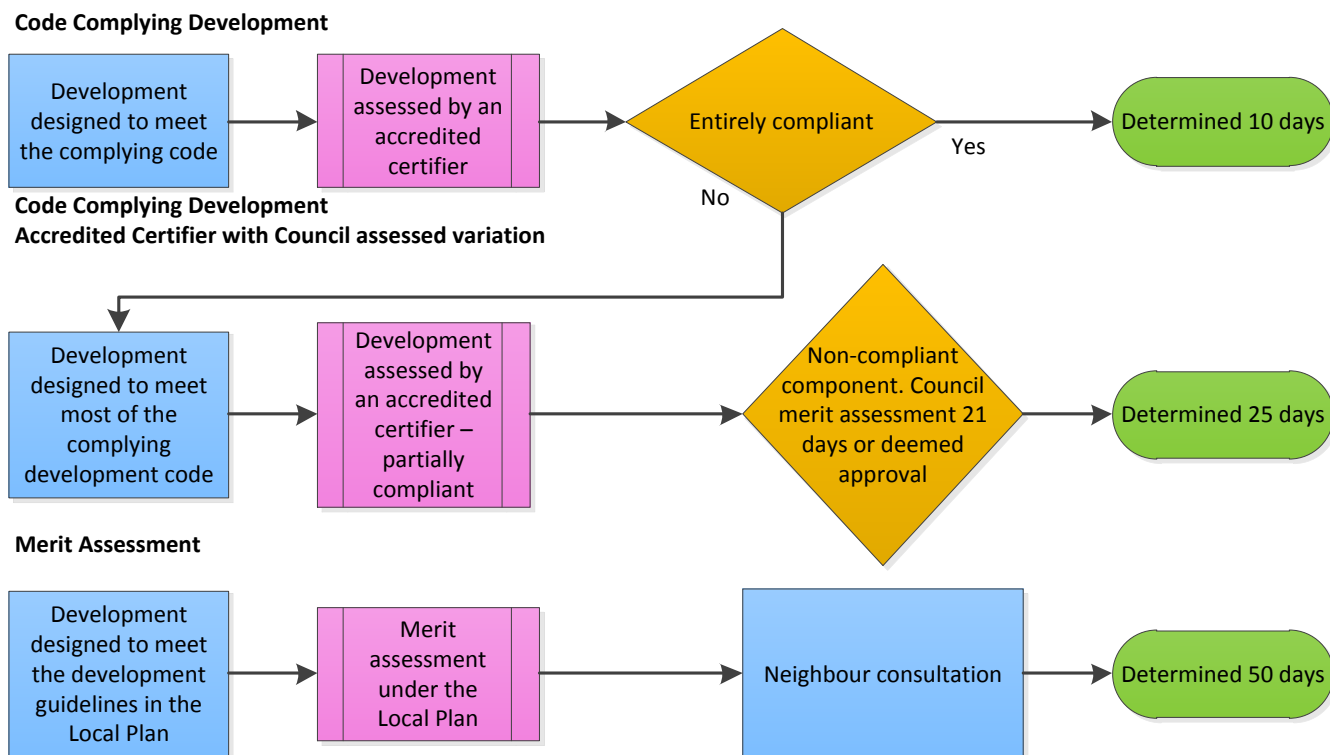
Expanding code assessment

The Green Paper also advocates expanding ‘code assessable development’. Where development is ‘code complying’ it may be assessed by an accredited certifier and must be approved within 10 days.

Council will only be entitled to undertake a merit assessment in code complying development where the proposal partially complies with the code. In that case Council will be restricted to the assessment of those components that are non-compliant, and must determine the matter within 21 days or it will be deemed that the non-compliant component is approved.

A complete merit assessment will only take place where the development is non-compliant with the code, but has been designed to meet development guidelines in the Regional Delivery Plan and/or Local Land Use Plan. This assessment process must be completed within 50 days, with the last stage involving neighbourhood consultation.

These new procedures for processing development proposals are described in this flow chart.



The rights of appeal have also been addressed in the Green Paper. It is suggested that the existing appeal rights including those to the Land and Environment Court under the Act be retained. However, the existing review mechanism under section 82A and section 96AB of the Act will be strengthened such that the assessment will be undertaken by a more senior planning professional, rather than determined at a higher level of delegation.

Strategic compliance

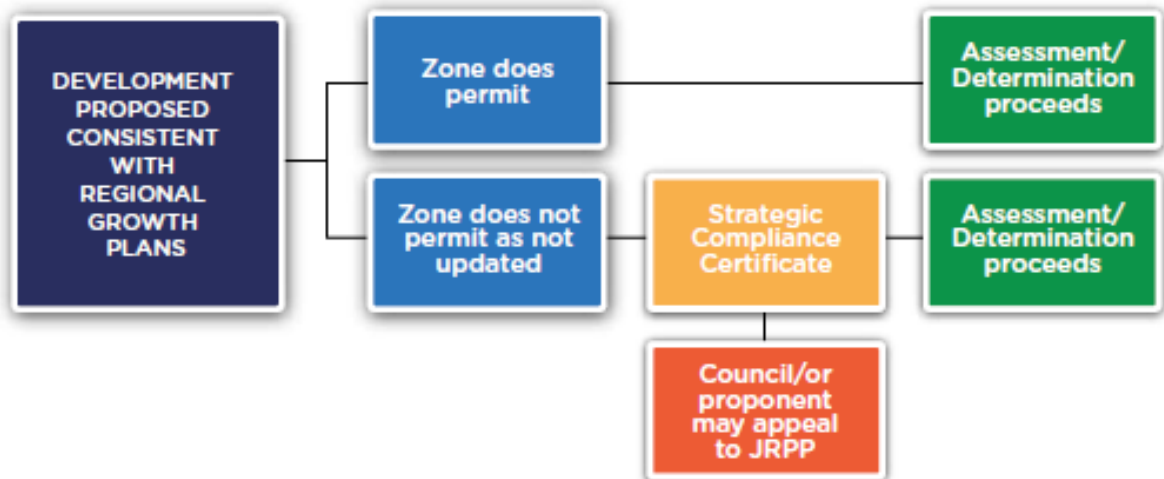
Once the strategic planning instrument is put into effect any development that conforms to the strategic plan would be permitted to proceed without further community participation.

It is also proposed that where Local Land Use Plans do not reflect metropolitan and regional strategic planning outcomes, development may be assessed against the higher order strategies, thereby effectively by-passing any existing instrument at local level.

In this scenario it is suggested that a development proposal which is consistent with a higher order plan will not be assessed against a pre-existing local environmental plan. Thus, once a subregional delivery plan for an area is endorsed, any development that is consistent with that plan may be approved irrespective of any inconsistencies with the provisions of the local plan.

This relationship between the strategic plans and development proposals is set out in Figure 13 of the Green Paper.

FIGURE 13 PROCESS FOR DEVELOPMENT CONSISTENT WITH STRATEGIC PLAN



(Source: Green Paper, page 53)

Finally, provision is also made for those proposals that do not strictly comply with the subregional delivery plan. In such circumstances Council may undertake a merit assessment, but that merit assessment may only deal with those matters which are not specifically prescribed by the Subregional Delivery Plan or restricted to those areas of non-compliance. In both situations the merit assessment will then be constrained to predetermined objectives of the subregional plan.

Our comments

We strongly oppose most of the changes proposed in this section of the Green Paper as they seek to significantly erode Council's existing policy making and decision making responsibilities.

As previously stated, we are very concerned about the relationship between the Subregional Delivery Plans and the Local Land Use Plans. We do not agree with the concept that developers can circumvent Council's policy through the strategic certificate compliance process.

Also, we do not support an expansion of the code assessment regime. This Council, like many other councils, has repeatedly advised the Department of our significant concerns with the private certification system. The current system is dysfunctional and tainted by under-qualified certifiers who are jeopardising building safety and construction standards across the State. It is completely inappropriate to expand code assessment until the private certification system is overhauled and the technical and professional standards of private certifiers are significantly improved.

We do not support the concept of part code assessment and part merit assessment. If compliance cannot be achieved, the development should be subject to a full merit assessment. The proposal to increase code assessment by having development which does not comply fully with a precinct building envelope to be part code assessed and part merit based assessment by Council is likely to lead to confusion and uncertainty. Furthermore, this approach does not provide for effective assessment—a building needs to be understood, considered and assessed in its entirety, because the whole is greater than the sum of its parts.

We also oppose changes to merit assessment which only provide for neighbourhood consultation after the merit based assessment is completed. These changes significantly diminish opportunities for local consultation and are not in the spirit of a transparent and engaging planning system.

Our further comments to the specific elements of the reforms regarding “streamlining approvals” as set out in Changes 10 to 15 of the Green Paper, are provided in the **Annexure 2**.

3.4 Provision of infrastructure

Green Paper position

The Green Paper states that the timely delivery of infrastructure is critical to achieving the strategic plans for growth, and that the new planning system will seek to better align planning and infrastructure delivery to provide certainty to the community, development industry and infrastructure agencies.

The Green Paper proposes to replace the existing contributions and levies regime with three new types of contributions:

1. *Local infrastructure contributions*
These contributions will be tied to identified works in Council’s local infrastructure plan. Such contributions will be constrained to provide funding for council local roads, drainage works and community facilities.
2. *Regional Open Space Levy*
This levy will be collected for regional open space, regional drainage works and bio-diversity off-sets.
3. *Regional Infrastructure Contributions*
These contributions will be linked to identified ‘Growth Infrastructure Plans’ including funding for road upgrading, the provision of health and education purposes as well as for emergency services.

The Green Paper proposes to establish a mechanism to ensure contributions collected will be targeted to deliver infrastructure demand arising out of development in a planned manner. In particular the Green Paper proposes that:

- Development contributions collected in a catchment will be spent on infrastructure within that catchment.
- At State level, contributions will be directed towards infrastructure spending rather than being put into ‘General Revenue’.
- State Government will introduce transparent budget processes demonstrating contributions are allocated to infrastructure as prescribed in any infrastructure delivery plan.

Our comments

Linking planning and delivery of infrastructure to strategic planning growth is critically important, however, it seems that the new infrastructure plans will mainly focus on the new growth areas. The State Government should recognise that many new housing projects will occur in existing urban areas as part of urban consolidation, therefore infrastructure plans for upgrading existing infrastructure and transport networks in established areas are also required. A proper on-going analysis of the cumulative impact of urban consolidation on existing infrastructure including roads and transport systems is required, and should be addressed when preparing the Subregional Delivery Plans and Growth Infrastructure Plans.

We also identify a need to expand the range of facilities for which levies may be collected under the local infrastructure contributions. In particular, Council should be able to collect contributions for a local open space, public carparking, libraries and community facilities.

Our further comments to the specific elements of the reforms regarding “provision of infrastructure”, as set out in Changes 16 to 19 of the Green Paper, are provided in the **Annexure 2**.

3.5 Delivering a new planning system

Green Paper position

New governance initiatives are proposed to improve the delivery of the planning system:

1. *A Chief Executive Officer's Group to integrate and drive implementation*
2. *Regional Planning Boards to advise on regional and subregional strategic plan-making, infrastructure and planning issues*
3. *Mandatory performance monitoring against clear indicators with regular public reporting and review*
4. *Major organisational reform program to address the structure and culture of planning at all levels and within both the public and private sectors.*

The Green Paper also identifies the need for transitional arrangements while subregional plans are being prepared, including a review of related legislation that cause planning red tape

Our comments

We provide in principle support to the some of the new governance initiatives being proposed, but seek further details on these.

We do not support implementation of transitional arrangements while the Subregional Delivery Plans are prepared and the legislative review is being undertaken. To do so would diminish the State Government's premise that the new strategic plans must be founded on a strong evidence base and up-front community engagement.

Any transitional arrangements that seek to override existing local environmental plans and fast track major development proposals will be perceived as responding to pressure from the development industry, and the community will have no confidence in the accountability and transparency of the new system from the very start.

Our further comments to the specific elements of the reforms regarding “delivering a new planning system”, as set out in Changes 20 to 23 of the Green Paper, are provided in the **Annexure 2**.

4 Conclusion

We do not support most of key the reforms outlined in the Green Paper. The changes being proposed will significantly remove planning decisions from Council by the introduction of the following mechanisms:

- Permitting higher order plans to override local plans so that development can be approved which is not permitted under a local planning instrument;
- Shifting more decision making away from local government representatives towards the Joint Regional Planning Panels; and

- Reducing merit based assessment and increasing codes based assessment which means that more assessments can be undertaken by private certifiers, which by-passes Council and does not involve any community consultation.

The Green Paper has not established a convincing argument for some of the proposed reforms and we are concerned that planning system is being overhauled primarily in response to pressure from the development industry. We anticipate that these changes will alienate the community from the planning decisions that directly affect them, diminish the role of Council, and result in detrimental impacts on the built, heritage and natural environments.

We seek Council's approval of our submission to the Green Paper provided as **Annexure 2** to this report. Given that the closing date for submissions was Friday 5 October 2012, we request that the Committee's recommendation proceeds to the Council meeting on 22 October 2012 as a matter of urgency so that the submission may be forwarded to the Department as soon as possible.

The State Government advises that it will consider submissions to the Green Paper and hold a series of targeted forums, in which we will seek to be involved in to voice our concerns.

The State Government will then prepare the White Paper, which will provide more detail on how the new planning system will operate. The White Paper and draft legislation will be released in late 2012 for further public comment, and it is anticipated that the legislation will be introduced into Parliament in early 2013. We will keep Council informed of this progress.

Patrick Robinson
Manager Development Control

Jacquelyne Della Bosca
Team Leader Strategic Planning

Chris Bluett
Manager Strategic Planning

Annexures:

1. NSW Government *Green Paper - A New Planning System for New South Wales* (July 2012) (Separately circulated)
2. Woollahra Council submission to the Green Paper (October 2012) – (Separately circulated)

Item No: R2 Recommendation to Council

Subject: **Draft Conservation Management Plan and zoning options for Strickland House**

Author: Sara Reilly – Strategic Heritage Officer
Jacquelyne Della Bosca – Team Leader Strategic Planning

File No: 523.G

Reason for Report: To advise Council that the State Planning Authority has completed a Draft Conservation Management Plan for the Strickland House site, and also identified recommended rezoning options.
To obtain Council's approval to make representations to the State Property Authority regarding the Draft Conservation Management Plan and proposed zones.
To obtain Council's decision on an appropriate land use zone for the Strickland House site.

Recommendation:

1. That Council request the State Property Authority to review the Draft Conservation Management Plan for the Strickland House site having regard to the comments provided in section 2 of the report to the Urban Planning Committee meeting of 22 October 2012.
2. That Council inform the State Planning Authority and the Minister for Finance and Services that it does not support rezoning the Strickland House site to the R2 Low Density Residential Zone or SP2 Infrastructure Zone
3. That the RE1 Public Recreation Zone be applied to the Strickland House site under the Draft Woollahra Principal LEP.
4. That the Council inform the State Planning Authority and the Minister for Finance and Services that it intends to apply the RE1 Public Recreation Zone to the Strickland House site.

1 Introduction

The State Government is considering future uses for land at 52 Vacluse Road, Vacluse, commonly known as Strickland House.

Strickland House site is an important public asset and is listed on the State Heritage Register. The site is also listed as a heritage item in Woollahra LEP No.27. The harbourside site comprises a highly significant 1850s house *Carrara*, stables, and a number of former hospital buildings all within a significant and generous historic landscape setting. The buildings have been unoccupied since 1990 and substantial funds are required, not only for the basic maintenance of the buildings and landscaped grounds, but also for the future restoration and improvement of the heritage buildings.

Over the last 20 years there has been considerable investigation into, and debate about, the appropriate future use of the Strickland House site. Various proposals have been put forward, both formally and informally, generating substantial public interest. To date there has been no resolution of land use and zoning issues for the site. The NSW State Property Authority (the Authority) responsible for managing the land is seeking to address these issues.

The Authority advises that there are no ongoing funds available for the maintenance and restoration works, and that Strickland House must become self-supporting and generate income to fund restoration works.

To that end, the Authority seeks to rezone the land and identify new development opportunities for the site with private sector involvement. To inform this process, the Authority has undertaken three actions. First, it put forward a four step process for determining a long-term use for the site (see section 3). Second, it engaged Tanner Architects to prepare an updated conservation management plan (CMP) based on the CMP they prepared for the site in 2003. Thirdly, and more recently, it commissioned JBA Urban Planning Consultants Pty Ltd to identify rezoning options for the site.

These actions coincide with and respond to Council's preparation of a new Municipal-wide LEP (the Principal LEP) which will include a land use zone and heritage conservation provisions for the Strickland House site.

In a letter dated 21 June 2012, the Authority has sought comment from the Council on the Draft CMP. A copy of the JBA report accompanied the letter. The Authority has also mentioned that its Minister has been advised about a future zoning for the site and that the Minister will inform Council directly of his views. At this time we have not received the Minister's views.

2 The Draft Conservation Management Plan and our heritage assessment of the plan

The Draft CMP has been prepared and the Authority has invited us to provide comments before it is finalised. An extract of the Draft CMP comprising the main sections on the conservation management strategy and land use options is provided at **Annexure 1**, (Executive summary, Chapter 8: Information for Conservation Policy and Chapter 9: Conservation Policies).¹

The purpose of the CMP is to establish the significance of the Strickland House site and guide the ongoing maintenance, restoration opportunities and future management of the site. Parts 8 and 9 of the CMP identify opportunities for new development.

We have reviewed the Draft CMP and provide our assessment below which, subject to Council's approval, will form the basis of our submission to the Authority with a request they review the Draft CMP in response to the issues we have raised.

2.1 General comments

The Draft CMP generally meets the relevant standards and industry best practice for the preparation of such documents.

We are unable to review the Draft CMP against the 2003 CMP as we do not have a copy of that document. A comparison of the Draft CMP with the Conservation Plan and Heritage Impact Statement prepared in 1997 by Dawson Brown Architecture reveals that much of the Draft CMP is based on the 1997 report. The 1997 report relates to the former proposal to develop the property as a boutique hotel. The 1997 report was an update of the original conservation study prepared by Dawson Brown Architecture in 1989 at the time of the closure of the hospital operating on the site.

¹ The full report is available for Councillors to view on request. Only the extract was included in the annexure to this report due to the large size of the full report (180 pages plus appendices). The extract contains the sections about the proposed land uses and the draft conservation policies most relevant for Council's consideration.

2.2 Future uses proposed in the Draft CMP

The Draft CMP identifies a wide range of uses for each of the significant buildings on the site, presumably to provide the State Government with greater flexibility in attracting potential commercial operators to the site.

Some of the key uses identified in the Draft CMP are:

- Health/aged care facilities
- Function/conference centre
- Residential
- Educational/training
- Commercial (small business or office space)
- Recreation/day activity centre (yoga/aerobics)

For the complete list of uses identified for each of the buildings on the Strickland House site, refer to pages 128 to 130 of the Draft CMP extract at **Annexure 1**.

We are concerned that some of these uses, such as a residential use, will require segregation of part of the site and conflict with objectives to retain public open space and public access through the site. There are also likely to be tensions between some of the private commercial uses and opportunities to retain public access and public use through the site.

We are also concerned that the uses identified in the Draft CMP may conflict with the strong conservation policies of the document. If some of the significant buildings were fitted for these uses there will be physical impacts which would conflict with the conservation policies. For example, the following uses identified in the Draft CMP for *Carrara* would not be suitable:

- **Certain types of health centres** - due to the vast variety of equipment and services needed such as three phase power, wet areas, heavy equipment, plumbing and drainage, different floor coverings, vinyl skirtings, tiled rooms, special fire escape doors and fire-rated doors.
- **Certain types of art exhibitions and galleries** - due to the gallery conditions required such as lighting, heating and moisture control.
- **Boutique hotel accommodation** - as it would likely require additional facilities and services such as bathrooms (ensuites), air-conditioning and lifts.

However, the physical changes required to operate the type of facilities described above might be suitable for the dormitory buildings, subject to consideration of other environmental impacts and compatibility with objectives for public access and public open space.

It seems that the detail of the potential uses has not been considered. The uses proposed are so vague they are in essence almost meaningless. We prefer the 1997 report use of 'preferred conditions of use' rather than prescribing actual uses. This provides a good conceptual interface to help understand that a use does not always equate to the way the building is physically used.

2.3 Gradings of cultural significance

Individual areas and elements of the Strickland House site have been assessed and a grading of cultural significance has been applied. These grades provide a framework for the interpretation of conservation policies and recommended treatment of the building fabric.

The five grades of cultural significance are:

- Exceptional
- High

- Moderate
- Low
- Neutral
- Intrusive

We are concerned with some of the gradings, and identify inconsistencies in the gradings applied to some buildings. We consider the gradings should be reviewed before the CMP is finalised. For example, we raise concern with the gradings for the Northern and Southern Dormitory buildings. Both the dormitories are substantial buildings, well-sited and with high potential for adaptive re-use. They were built at the same time, and are of similar style, scale and materials.

However, the Northern Dormitory has been graded Low and the Southern Dormitory has been graded Moderate. The reason given for the lower grading of the Northern Dormitory is that this building intrudes upon the setting of *Carrara*, but that is questionable as it is quite a distance away and is not included in the primary heritage area. We consider the same grading should be applied to both dormitory buildings.

The Draft CMP indicates that the Northern Dormitory, Nurses Home and Caretaker's Cottage can all be demolished, but also suggests that they are capable of 'easy and highly compatible re-use' and that they are 'robust'. We would like the Draft CMP to take a stronger stance on the retention of the existing physical fabric. We propose that the maximum amount of significant, useful fabric is retained in any future scheme. We see no justification for the demolition of any buildings on the grounds submitted, especially if these are capable of re-use.

2.4 Aboriginal and archaeological significance

We support the recommendation that a prehistoric archaeological survey should be undertaken to locate any sites that may extend into the Strickland House site. No work on this matter has been undertaken since 1990.

No reference to Aboriginal significance is made in the assessment of significance or statement of significance. This part of the site's history and the associated research and technical potential should be acknowledged. The site is adjacent to a number of important Aboriginal sites, and the site contains large areas of relatively undeveloped land.

2.5 Conservation policies

The Draft CMP establishes 97 conservation policies which we find sound and in line with industry best practice.

The conservation policies "aim to assist with the long term use, maintenance, conservation and potential development of the Strickland House site. They are intended to manage change rather than prohibit it. Where appropriate, each policy is supported by explanatory text and/or a series of guidelines that aim to ensure that future decisions about the place are made in an informed manner".²

Our assessment of the conservation policies is:

- **Policies 1-30:** General and standard policy for conservation. Supported.
- **Policies 31-40:** Policies which reflect a starting point for a schedule of conservation works for Carrara and the stables. Supported.

² Tanner Architects, April 2012, *Strickland House, 52 Vacluse Road, Vacluse, Conservation Management Plan*, p.143

- **Policies 41-71:** Policies which establish protective measures for the landscape, views, Aboriginal and archaeological heritage and interpretation of the site. They form a strong basis for the future conservation works on the site, and the retention of significance. Supported.
- **Policies 72-81:** Policies which refer to maintenance for the buildings and landscape. Supported.
- **Policies 82-97:** Policies which presage the next stages of development: master planning, future uses and new services infrastructure. These policies support adaptive reuse of the significant buildings and minimal intervention, which is strongly supported. However, these policy statements are at times in conflict with opportunities suggested in other parts of the CMP. For example, Policies 83, 86 and 89, which promote conservation, including minimal intervention to building fabric, conflict with recommendations in section 8.2.2 and 8.6.10 which suggest that both dormitory buildings could be demolished.

3 Proposed rezoning of the land

In a separate but related process, rezoning of the site is being considered. The site is currently zoned Special Uses 5(a) (Hospital) under Woollahra Local Environmental Plan No. 27.³ This zone restricts use of the site to hospital and related activities, and was relevant to the previous use of the site as a convalescent hospital and then an aged care hospital.

In the course of preparing the new Principal LEP we carried out consultation with the Authority in July 2008 and July 2009 in order to identify an appropriate land use zone for the site. We were unable to obtain an outcome at those times. However, in August 2009 the Authority informed us it was discussing options with stakeholders with a view to making a submission in September 2009.

Although that submission did not occur in 2009, the Authority did respond in April 2010 by recommending a four step process as a means of determining a long term use or uses for the site.

The steps are:

1. Update the conservation management plan.
2. Prepare a concept land use plan—concept plan prepared in consultation with selected community members and Council. The plan will set out proposals for future land use and possible development opportunities consistent with the CMP.
3. Community consultation—consultation process seeking feedback on the draft concept land use plan.
4. Expressions of interest—once the concept land use plan has been adopted expressions of interest will be sought from the private sector for the use and conservation of the site.

The Council has advised the Authority on a number of occasions of its support for this process. We anticipated the process would correspond with our preparation of the new Principal LEP and would inform the land use zone and other provisions we would include within the LEP.

Progress on the four step process has been slower than expected. Step 1 has commenced, as evidenced by this report. Step 2 has not commenced. We expected this step to be facilitated by the Authority in the first instance with assistance from the Council. This has not occurred. It is likely that a preferred zone informed by this process will not be identified by the time we have completed the Draft Woollahra Principal LEP. We expect to report on the Draft LEP to Council in early 2013.

³ The site is deferred from the operation of Woollahra LEP 1995.

In preliminary discussions with representatives from the Authority we indicated there was a strong community and Council desire to maintain public access to, and use of, the site as well as an intention to achieve long-term conservation of the significant buildings and grounds. Mindful of these objectives, and in the absence of further progress on the four step process, we suggested a public recreation zone (RE1 Public Recreation) together with the use of a heritage incentive provision. The latter provision (**annexure 2**) would enable uses additional to those allowed within a land use zone subject to satisfying heritage conservation management objectives. We did not suggest any particular uses for the buildings. These uses would be explored and confirmed with the assistance of community consultation and with regard to the guidelines provided in a revised conservation management plan for the site.

As a separate action to the four step process, the Authority commissioned JBA Urban Planning Consultants to provide advice on zoning for the site. This advice was submitted to the Authority in February 2012. It included an assessment of our suggested public recreation zone and use of the heritage incentives provisions as a means of allowing additional land uses. A copy of the JBA advice is provided at **Annexure 3**.

3.1 JBA Urban Planning Consultants land use zone recommendations

JBA's advice to the Authority states that there "is no single zone in the Standard Instrument LEP which will permit all the uses recommended by the Draft CMP without recourse to the conservation clause".⁴ Notwithstanding, they advise that the favourable zoning options are either:

- R2 Low Density Residential Zone in which dwelling houses, educational establishments and seniors housing will be permissible with consent, or
- SP2 Infrastructure Zone in which health services facilities and educational establishments will be permissible with consent.

We do not support either zone for the following reasons:

- The R2 zone is incompatible with our position that future land uses should provide for public access and public open space uses. Also, if the land was developed under the R2 zone, such development would likely fragment the original estate with private subdivisions. This would substantially diminish the heritage interpretation of the site.
- The R2 zone is not a genuine reflection of the likely future use of the land if the real intent is to allow educational establishments. In the course of preparing the new Principal LEP, Council has stated that it does not support zoning school sites with a residential zone. Schools across the municipality are proposed to be zoned SP2 (Educational Establishment).
- We do not have sufficient information to form an opinion in relation to the SP2 Infrastructure Zone⁵. JBA does not state the type of "purpose" to be identified on the zoning map. It would be inappropriate for us to support this zone without having such information.

⁴ JBA Urban Planning Consultants, , 29 February 2012, Zoning Advice 52 Vacluse Road, Vacluse (Strickland House), p.2

⁵ The SP2 Infrastructure Zone permits the "purpose shown on the Land Zoning Map, including any development that is ordinarily incidental or ancillary to development for that purpose". The zone objectives are: to provide for infrastructure and related uses, and to prevent development that is not compatible with or that may detract from the provision of infrastructure.

Regardless of the zone, the conservation incentives clause, to allow uses beyond those permitted in the land use zone, would still be applied because it is part of the heritage provisions mandated through the Standard Instrument.⁶ As such, it would be open to a person or an organisation to lodge a development application for a use which was additional to those uses allowed in land use zone applying to the land.

We are concerned that JBA's zoning recommendations provide a commercial response, rather than a critical planning analysis. The JBA report seems to provide a subjective analysis of the zones, predicated on finding zones that will permit educational establishment and seniors housing. Regrettably, despite the long and well documented history of the site's public ownership and its public accessibility, the report underrepresents consideration of the RE1 Public Recreation Zone, even going so far as to state that there are no advantages associated with this zoning option.

We consider the disadvantages for the RE1 zone cited in the report are not justified. For example, the report states that the RE1 zone is "unsuitable for a site that is leased to, and managed by the private sector"⁷. This is incorrect as there are numerous public lands with an open space or recreation zone which have private leases over buildings and land. Macquarie Lightstation at Vaucluse is one notable example.

Further, the JBA report fails to mention or recognise that the site was originally acquired by the State Government in 1914 for the purpose of providing public open space. The report also ignores the fact that the site is currently accessible to the public and is used as public open space. There is an expectation by the community and the Council that this will continue, and that land will remain in public ownership regardless of any private operations and leasing arrangements.

The JBA report is very dismissive of the heritage significance of the site. The report expresses a view that reliance on the heritage incentive option to allow additional uses would be a disadvantage for the Authority because of a need to comply with the CMP. Such a view undervalues the purpose and operation of the CMP.

We also question the advice JBA received from the Department of Planning and Infrastructure (DP&I) regarding best practice criteria for applying the RE1 Public Recreation Zone. JBA did not identify that the site they were referring to was Strickland House—a site of State heritage significance that is in public ownership and used as public open space.

3.2 Preferred approach for identifying a suitable land use zone and uses for the Strickland House site

The four step process recommended by the Authority was supported by the Council as it followed a logical means of identifying a land use zone and other provisions that would facilitate additional land uses. The process also included opportunity for community input.

Unfortunately, delays in implementing the four step process have meant that it cannot be used if the Council wishes to meet the timeframe for preparing the Draft Principal LEP. As mentioned before, we expect to provide a Draft LEP to Council in early 2013. We also have doubts about the merit of continuing the process and elaborate on this below.

⁶ The Standard Instrument is used as the template for the Principal LEP.

⁷ JBA Urban Planning Consultants Pty Ltd, 29 February 2012, Zoning Advice 52 Vaucluse Road, Vaucluse (Strickland House), p.8

We are currently liaising with the DP&I to identify how the site can be dealt with in the Draft Principal LEP, in the absence of outcomes from the four step process. Options available to us at this time are:

1. Proceed with our suggested RE1 Public Recreation Zone and allow additional uses to be considered under the heritage incentives clause.
2. Defer the site from the plan and attempt to recommence the four step process.

In regard to the RE 1 Public Recreation Zone, we note:

- The zone clearly reflects past community expectations and the purpose for which the land was originally purchased. The zone also is consistent with the Council's adopted land use and conservation principles for Strickland House.⁸
- Contrary to the assessment carried out by JBA for the Authority, the public recreation zone would not preclude commercial and private usage in the form of lease arrangements.
- The heritage incentive provisions allow with consent additional uses provided they meet heritage conservation and environmental objectives.
- Additional uses would be the subject of development applications which would be open to community comment.
- The CMP would play a major role in the selection and assessment of additional uses.
- Irrespective of the land use zone, it is expected that use of the land would need to be assessed in terms of the impact on the heritage significance of the site.

In regard to the deferral option:

- The DP&I does not generally support deferring sites from principal LEPs.
- Despite initially suggesting the four step process, the Authority has not demonstrated a firm commitment to implementation of the process beyond reviewing the CMP.
- The JBA report strongly implies a bias towards particular land uses, one of which has been the subject of negotiations between the Authority and a private organisation. The merit of proceeding with the four step process when the Authority is conducting such negotiations is questionable.

Having regard to these considerations, our preference is to nominate the RE1 Public Recreation Zone coupled with the heritage incentive provisions. Should this zone and the provisions be taken up in the Principal LEP they will be available for public comment when the Draft LEP is placed on public exhibition.

4 Conclusion

The Authority has invited Council's comment on the Draft CMP. We identify that the Draft CMP contains good conservation policies, but we are concerned that some of the land uses identified as acceptable could not be accommodated within some of the buildings without substantial changes to the built form and heritage fabric. The physical results may be incompatible and in conflict with the conservation policies in the Draft CMP.

⁸ Woollahra Municipal Council, July 2000, Strickland House, Vacluse, Land Use, Conservation and Development Principles

The Draft CMP appears to have been written to allow the maximum number of potential outcomes in order to reassure potential stakeholders that many types of development are possible. We are concerned about how some of these uses could co-exist and interact with public open space elements in the site, as well as public access across the site.

These matters need to be addressed by the Authority before the Draft CMP is finalised. To that end, we recommend that Council endorse our submission on the Draft CMP reflecting matters contained in Section 2 of this report.

In relation to the rezoning of the land, although the Authority has informed the Minister for Finance and Services of the JBA Planning recommendations to rezone the Strickland House site to the R2 Low Density Residential Zone or the SP1 Infrastructure Zone, the Minister has not yet determined his preferred position.

We recommend that Council makes representations to the Authority and the Minister about our objection to the JBA Planning zone recommendations, reflecting matters raised in Section 3 of this report.

Unfortunately, we consider the four step process has been compromised. Continued negotiations outside the process and the report from JBA which nominates land use zones based on favoured uses have substantially weakened the value of the process. Furthermore, delays in advancing the process mean that we could not use it in the timeframe anticipated for delivery of the Draft Principal LEP.

For reasons set out in this report we consider the RE1 Public Recreation Zone should be applied to the site. The heritage incentive provisions, which are mandated through the Standard Instrument and which are to be taken up in our Principal LEP will also apply to the site and will enable additional uses to be considered through the development application process. Public exhibition of the Draft LEP and notification and advertising of development applications will enable community comment at various stages.

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Annexures

1. Extract of the Draft Conservation Management Plan for Strickland House (April 2012) by Tanner Architects
2. Heritage incentive clause
3. JBA Urban Planning Consultants - zoning advice to the State Property Authority (letter dated 29 February 2012)

STRICKLAND HOUSE
52 VAUCLUSE ROAD, VAUCLUSE

CONSERVATION MANAGEMENT PLAN



prepared for
NSW STATE PROPERTY AUTHORITY

tanner Architects

ISSUE A—APRIL 2012
TA JOB No. 10 0371

52 ALBION STREET SURRY HILLS NSW 2010

EXECUTIVE SUMMARY

The Strickland House site comprises approximately 4.8 hectares (13 acres) fronting Sydney Harbour with uninterrupted views from Bondi Junction to the City and Mosman. In 1989, it ceased being the Strickland Hospital and was declared surplus to the needs of the NSW Department of Health and was transferred into the Crown Property Portfolio managed by NSW Treasury. It was transferred from NSW Treasury to the NSW State Property Authority (The Authority) on 1 September 2006.

The Authority wishes to identify new development opportunities for the site with private sector involvement to address the substantial maintenance requirements of the site's significant heritage assets. The Authority has commissioned this review and revision of the 2003 Conservation Management Plan by Tanner Architects to guide how change occurs at the site and to guide the preparation of a new Master Plan for the site as required by the provisions of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*.

The Strickland House site is a place of State heritage significance. Strickland House (originally known as 'Carrara'), is a building of exceptional significance as a remarkably intact stone mansion designed by the notable architect JF Hilly that remains set within magnificent grounds, largely unaltered, that extend along the foreshore of Sydney Harbour. The prominence and setting of Strickland House, open to the foreshore of Sydney Harbour, contributes to the significance of the site.

This CMP analyses available documentary and physical evidence and formulates a Statement of Significance for the site, its key buildings and landscape features. From this and other considerations a Conservation Policy is recommended and its implementation detailed. The main objective of the conservation and reuse of the site is its revitalisation by appropriate conservation works and by careful management to retain and enhance public appreciation of its significance.

The following key issues are addressed in this CMP:

- conservation and maintenance of the site's significant buildings and landscape features;
- conservation and restoration of the landscape setting, including the open space between the buildings and the Harbour, and significant views to and from the site;
- adaptive reuse of the buildings to improve the opportunities for continued use;
- appropriate re-development of portions of the site where it can be shown to play a beneficial role in the long term management and maintenance of the site's significant elements; and
- implementation of an ongoing conservation and interpretation program to maintain and enhance the heritage significance of the site.

An overall conservation and maintenance programme that responds to the heritage significance of buildings and their landscape settings is expected. New development opportunities are limited on the site and therefore the careful adaptive reuse of existing buildings, removal of intrusive elements and selection of appropriate tenants must be a priority. Potential areas for sensitive new development associated with site elements have been identified, however alterations, additions and any proposals for change must be designed and planned in accordance with the guidelines of this CMP.

The essence of this CMP can be extracted from the following sections:

7.0 The Importance of the Strickland House Site

9.0 Statement of Conservation Policy

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APPENDIX B—Department of Public Works Drawings 1925-1932

APPENDIX C—Heritage Branch CMP Assessment Checklist

8 INFORMATION FOR CONSERVATION POLICY

8.1 Introduction

Conservation policies and recommendations for their implementation are developed from an understanding of:

- the cultural significance of the place as a whole and the level of significance of the individual elements and physical fabric (previously discussed in Section 6 of this CMP) including opportunities and constraints arising from the significance of the place;
- the general condition of the key site components;
- possible new uses which are both feasible and compatible with the retention of the cultural significance of the place;
- the Client's requirements and potential future tenant needs;
- statutory and other external constraints.

Constraints and opportunities arising from the cultural significance of the site are described in the following sections.

8.2 Heritage Significance

This Strickland House site, developed originally as a substantial residential property and subsequently as a public health facility, should be conserved for the future by appropriate restoration and reconstruction works and by careful management to retain and enhance appreciation of its significance and to maintain its accessibility to the public. The place must again become vital through appropriate new uses.

The site must be maintained in a condition that is consistent with its significance. A regular maintenance programme for the entire estate is required. The landscape setting must be conserved and building deterioration must be slowed or halted and repair carried out as soon as possible to ensure retention of significant elements and fabric.

8.2.1 Strickland House ('Carrara') and Original Outbuildings

Strickland House and its Service Wings are of exceptional cultural significance as a remarkably intact 1850s marine villa still within its largely unaltered landscape setting. The Stables building is of high cultural significance and represents the nature of support facilities required for a substantial mid nineteenth century estate. These significant buildings should be revitalised by appropriate conservation works and by careful management to enhance public appreciation of their history and heritage significance and to provide opportunities for controlled public access. The intrusive accretions that obscure the significant form and fabric of the buildings must be removed.

The place must again become a vital site through appropriate new uses.

New complementary development is possible, in specific locations, where it:

- retains and enhances the heritage significance of the place;
- is sufficiently discrete so as to not impact heritage significance;
- reinforces the existing architectural character of the buildings in their landscape setting; and
- facilitates new uses for the significant buildings.

Development should only be allowed where it can be shown that it would play a benevolent role in the long term management and maintenance of the place and its significant elements.

The following specific considerations are relevant to any future proposal for the Strickland House site:

1. Strickland House should retain a clear presentation and outlook to Rose Bay and Sydney Harbour towards the city.
2. Strickland House should retain siting within a landscape setting between the Sydney Harbour and the vegetated backdrop along the carriage drive.
3. The conservation and protection of significant built and landscape elements of the Strickland House site should be a fundamental part of any redevelopment.
4. Public access should be provided to usable open space, in particular with pedestrian access along the foreshore ensured and enhanced through connection with the existing pedestrian and open space networks of eastern Sydney.
5. The public appreciation of Strickland House and the surrounding gardens must be enhanced by conservation works.
6. Significant views over the Strickland House site towards Sydney Harbour should be retained and enhanced.

8.2.2 Landscape Setting

The Strickland House site is a rare example of an 1850s villa that may still be appreciated in its landscape setting. The house in its relationship with Sydney Harbour and the vegetated backdrop beyond the carriage drive is of exceptional significance and should be conserved.

Although there are few remnants of the original garden layout at the Strickland House site, remnant paths and garden edging combined with the archaeological potential of the site are able to reveal information that may contribute to the understanding of the layout of early Victorian estates in Sydney.

There is an opportunity to recover a substantial part of the original setting of Strickland House and to partially interpret its early garden and grounds layout while still maintaining garden elements significant to the period of occupation by the Department of Health.

Significant views into the site, vistas within the site and views from the site must be maintained. The relationship of the House and landscape to the Harbour are of paramount importance. Currently dense weed infestation affects the presentation of these.

The following specific considerations are relevant to any future proposal for the Strickland House site:

1. Scale of cultural landscape to dominate built form except for Strickland House.
2. Remove weeds species.
3. Conserve identified areas and items of significance.
4. Consider removal or modification of form, scale and mass of existing Dormitory buildings.
5. Consider appropriate fencing to boundaries.
6. Consider removal of *Melaleuca armillaris* row adjacent to and east of Milk Beach.

8.2.3 Archaeology

The archaeological assessment indicates that a potential archaeological resource associated with Strickland House and the Strickland House site may survive, however the available data has not been sufficient to define zones of greater and lesser archaeological sensitivity. The following areas will require archaeological testing and, if remains survive, detailed archaeological investigation:

- Strickland House, Service Wings and Stables;
- The Quarry;
- Site of the former Porter's Lodge;

- Gate posts near Carrara Road; and
- The Tennis Court and Croquet Lawn.

Any disturbance of identified archaeological remains will require an excavation permit from the Heritage Council of NSW. The permit application will need to identify in detail the proposed impacts in the various sections of the site and put forward methodology to mitigate against disturbance of the archaeological resource or, if disturbance is unavoidable, to record any remains prior to or during the development. An application for an excavation permit requires the writing of a research design to guide the archaeological fieldwork and analysis of the results.

The area of the foreshore beyond the site boundary should be assessed as significant relics belonging to the residential estate and the Department of Health phase may survive.

The Office of Environment and Heritage (OEH) should undertake management and protection of Aboriginal relics beyond the site boundary. With regard to the shell midden within the property boundary near the harbour, this should be managed and protected by the landowner, in consultation with OEH and the relevant Local Aboriginal Land Council (La Perouse).

8.3 State Property Authority

8.3.1 Background

The Strickland House site is part of the NSW Government Property Portfolio owned and managed by the NSW State Property Authority (The Authority). The Authority was established by the NSW Government as a corporation with functions relating to the acquisition, management and disposal of Government owned property.

The Authority's objectives as stated in the *State Property Authority Act 2006* are to:

- improve operational efficiencies in the use of properties of government agencies, particularly generic properties (such as offices, warehouses, depots and car parks);
- manage properties of government agencies in a way that supports the service delivery functions of those agencies;
- provide advice and support within government on property matters; and
- operate at least as efficiently as any comparable business, consistently with the principles of ecologically sustainable development and social responsibility for the community (including the indigenous community).

The Authority is the NSW Government's real estate services provider and is responsible for acquiring and managing Government's generic and, by agreement, other property assets, including the Strickland House site.

8.3.2 Authority Objectives for the Strickland House Site

The Authority wishes to identify redevelopment opportunities for the Strickland House site to address the significant maintenance burden of the site's heritage assets. The Authority has engaged Tanner Architects to complete an updated CMP for the Strickland House site to guide the preparation of a master plan for the site as required by the provisions of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*.

The objectives of the Authority for the Strickland House site can be broadly stated as:

- to conserve and enhance the heritage significance of the site and its significant buildings and landscape features, recognising its unique place in the history of the development of Sydney;
- to obtain a market return from the site having regard to the work required to conserve and enhance the heritage significance of the site and its significant buildings and landscape features;

- to acknowledge and respond to community input including seeking access to the heritage items, grounds and the foreshore; and
- to seek private sector involvement in the site's redevelopment that would conserve the heritage significance of the site and its significant buildings and landscape features and minimise any impacts on the amenity of the neighbouring area.

The Authority and Woollahra Municipal Council agree that the driving rationale for potential redevelopment of the Strickland House site is private sector participation to reach economically viable outcomes that are acceptable in terms of achieving heritage conservation goals and responding to key community concerns.

8.4 Existing and Previous Uses

The cultural landscape of the Strickland House site today is the result of development that initially commenced almost one hundred and fifty years ago. While the original building is largely unaltered, there have been several alterations and additions within the site. Some of this development has been unsympathetic, detracting from the overall aesthetic and historic significance of the place and from culturally significant fabric. The built elements relate to the two principal phases of use for the site; initially as a residential Estate and subsequently as a health care facility.

8.4.1 Strickland House and Outbuildings

Strickland House was designed for residential use, with the main section being occupied by the owner's family and the Service Wings containing utilitarian functions. The Stables building was constructed to extend the service functions, including coach and horse accommodation. The staff are likely to have occupied secondary rooms within the Service Wings, and the first floor of the Stables in conjunction with a hay loft. The site was used as a residence for almost sixty years before it was purchased by the NSW Government in 1914.

Carrara was subsequently adapted in 1915 for use as a women's convalescent facility, initially accommodating eight staff and thirty patient beds. Subsequent to the construction of new accommodation buildings on the site during the 1930s, Carrara was converted into a dining room and administrative quarters. At this time the Stables were converted into quarters for working patients and a substantial landscaping program was implemented.

In August 1960 the hospital was renamed "Strickland House" and was then used as accommodation for aged patients only. While not specifically cited in the documentary evidence, it is presumed that the administrative use of Strickland House continued. The hospital ceased to function in 1989 and caretakers currently occupy the first floor of Strickland House as a residence. The Stables building has remained vacant since the hospital's closure.

8.4.2 Caretaker's Cottage

Constructed circa 1925, the Caretaker's Cottage has also functioned as the residence of the hospital Matron during the period occupation by the Department of Health [currently vacant].

8.4.3 Dormitory Blocks

The Dormitory Blocks were constructed for the accommodation of patients of the convalescent hospital, the Southern Dormitory for women and the Northern Dormitory for men. The residential use was continued for aged patients between 1960 and 1989. They are currently vacant.

8.4.4 Nurses Home

From the mid 1930s until 1989, this building accommodated nursing staff (initially constructed to accommodate 16 people) [currently vacant with occasional use for film sets].

8.4.5 Other Buildings

With the exception of the c1932 Boiler House, the remaining buildings on the site (office, garage and laundry addition to Stables) were constructed after 'conversion' of the hospital in 1960 to an aged care facility. All of these buildings were used for the purpose their original construction without a change of use prior to the hospital's closure in 1989.

8.5 Principles for Adaptive Reuse

Preferred new uses for the buildings on the Strickland House site are those that enhance an appreciation of the history and heritage significance of the place and ensure conservation of the significant buildings and landscape features. New uses for the site would be considered compatible if the following was met:

- The cultural significance of the buildings and their extant interior spaces and detail are not compromised.
- The relationship of Strickland House and the landscape setting to Sydney Harbour is not obscured.
- The integral relationship between the significant landscape setting, individual spaces and buildings is not compromised but enhanced and conserved.
- The proposed new use is sympathetic to the original use and does not detract from that use or the cultural significance of the buildings and landscape setting.
- Significant fabric and spaces are not to be damaged, destroyed or altered.
- The nature of the new use would not result in an unacceptable level of wear and tear on significant fabric.
- The proposed use does not lead to major traffic generation on the site.
- Parking and vehicular access associated with the use can be managed discretely on the site.
- The modern services required (e.g. fire safety provisions, air conditioning, toilets, etc.) for a potential new use would not cause damage, destroy or compromise the buildings or any interior spaces of significance.
- The fixtures or fittings required as part of the new use would not damage or compromise the significant fabric.
- Proposed uses that achieve relatively more of the stated outcomes of the conservation policies are preferred to those that necessitate greater change and intrusion.
- The types of occupants should be selected on the basis that they 'fit' the building's extant spaces; the reverse approach wherein the fabric of the building is altered and/or demolished to suit the requirements of the occupants is unacceptable.

General constraints in relation to fabric and spaces of heritage significance:

- Strickland House, Service Wings and Stables original fabric and planning to remain unaltered with early internal and external details retained intact.
- Retain original configuration of spaces and fabric that reflect historically significant uses of the buildings and elements. Reinstate original configurations by removal of intrusive additions and partitions.
- New service areas and services should be in areas that do not impact on significant spaces or fabric.
- New structures in the area of significant buildings and landscape, unless otherwise recommended, are to be designed according to the guiding conservation principles.

Inappropriate uses could lead to confusion or adverse impact on the cultural significance of the place:

- Inappropriate uses can confuse the historic associations of the place.
- Discourage uses of the place that do not take advantage of the interpretative potential of the place related to its cultural significance.
- Disuse may result in adverse impact on the cultural significance of the place:
- The lack of use, occupation and therefore lack of maintenance of fabric and spaces may be equally as damaging as the introduction of an incompatible use.
- Introduction of incompatible uses is not preferable to lack of use.

8.6 Philosophy of Adaptation for the Strickland House site

The Strickland House Advisory Committee (SHAC) was convened in 1992 to recommend options for the future of the Strickland House site. The Committee comprised representatives from various government departments, including the National Parks and Wildlife Service (NPWS), the Heritage Council of NSW, Woollahra Municipal Council as well as local community groups. Within its report to the Minister, dated June 1993,⁷⁹ the SHAC developed a Philosophy for the future use of the site. This Philosophy was agreed to by all members of the Committee and as such provides an appropriate and acceptable base from which to consider the site's future. The Philosophy was further developed for the 2003 CMP and then again for this CMP. The current Philosophy is:

The Strickland House Estate was acquired by the NSW Government in 1914, under the Foreshore Resumption Scheme, to satisfy the public demand for land on the foreshores of Sydney Harbour for public use in perpetuity. The Government of the day subsequently determined that the historic house Strickland House would be utilised as a public convalescent facility. Public use of this nature continued until closure of the facility in December 1989. The site is currently not occupied for a particular use and the present Government is seeking to adaptively re-use the site with private sector involvement in such a way as to provide for the retention and conservation of the significant buildings, landscape features and their settings while providing for appropriate public access to the foreshore and key significant buildings and landscape areas.

8.6.1 Conservation Management Plan

Any work to significant elements of the Strickland House site must be in accordance with a conservation management plan endorsed by the Heritage Council of NSW.

8.6.2 Potential Integration with Sydney Harbour National Park

Previous State governments have publicly stated that the majority of the Strickland House site could become part of Sydney Harbour National Park. The SHAC endorsed this position. Woollahra Council has stated that integration of the site with the Hermitage Foreshore Reserve and Nielsen Park, both visually and in terms of recreational activities and public access, should be maintained and enhanced. Members of the general public supported this view. As such, the preference was for the entire site to be afforded similar protection to that available to a National Park, with suitable tenants providing for the long-term conservation and well-being of the heritage items.

Representatives of the National Parks and Wildlife Service (NPWS) have more recently advised The Authority that while they maintain an interest in the site, the gardens/grounds of Neilson Park and Strickland House have different characteristics and their management could not be easily integrated. Additionally, NPWS would not be able to take over management of the site without seeking arrangements to offset the restoration and additional management costs. Integration of the Strickland House site with the Sydney Harbour National Park is therefore not currently being considered.

⁷⁹ Strickland House Advisory Committee, Report to Minister for Planning and Minister for Housing The Honourable Robert Webster M.L.C., June 1993

8.6.3 Public Access to the Strickland House site

Access to the Strickland House site has been largely unrestricted since the closure of the Hospital in 1989. However, access to the buildings has been restricted to minimise the potential for vandalism.

Ongoing access to parts of the Strickland House site and opportunities for controlled access to its significant buildings will need to be a key element of any proposed new site/building use(s) to ensure that the history and heritage significance of the site and its key built and landscape elements can continue to be appreciated by the public.

Although new uses will be selected having regard to the need to allow public access to the site and its significant buildings, other considerations will also need to be addressed including the following:

- heritage conservation objectives and site security obligations under the *Heritage Act 1977* (NSW);
- statutory occupational health and safety obligations and other requirements established under the *Disability Discrimination Act 1992* and Building Code of Australia; and
- new uses selected for the various areas of the site and its buildings.

While future uses for the site and its buildings have not yet been determined, it is envisaged that unrestricted access to and from the Hermitage Foreshore Reserve (Sydney Harbour National Park) and the open space areas along the western boundary will remain, as will direct access to Vaucluse Road and Carrara Road via established roadways, pathways and open space areas. Public access to other areas of the site will largely depend on the opportunities and constraints associated with any new uses within these areas.

Access to the existing buildings will need to continue to be controlled to minimise the potential for visitor-related damage and vandalism. Unrestricted access to Strickland House and the Stables, in particular, should not be permitted. Future new uses for these buildings and for the other buildings on the site are likely to allow for more regular access than is currently possible. For example, if Strickland House were re-used as an art gallery then the public would have access during open hours. Even if it were used as a private residence, open days should be arranged on a regular basis.

8.6.4 Water Access

Access to the site from the Harbour is desirable and is encouraged. The NPWS representative of the SHAC previously indicated that reinstatement of the wharf at Milk Beach appeared to be feasible and that this would facilitate water access to the Estate.⁸⁰ In addition, reinstatement of this element would greatly contribute to the interpretation of history and heritage of the cultural landscape when viewed from Sydney Harbour. At present, NPWS are concerned that reinstatement of the wharf may interfere with recreational use along the water's edge and disturb Aboriginal archaeological items in this location.⁸¹ For these reasons, NPWS do not believe that reconstruction of the wharf should be undertaken. Currently, there are limited opportunities for water access in the vicinity of the site with a small wharf at Hermit Bay, a short walk away. Opportunities for increased water access to the site, including enhanced opportunities at Hermit Bay, may be explored in the future in consultation with the Office of Environment and Heritage (OEH).

8.6.5 Vehicular Access

Vehicular access to the site is via the main entry gates to Vaucluse Road or via the secondary gates to Carrara Road. The Carrara Road entry is narrow, with limited parking and has a hazardous junction with Vaucluse Road. The Vaucluse Road entry is also narrow, however it forms a more primary entrance. It is recommended that Carrara Road be used for service and emergency access only, given the quiet residential nature of this street.

⁸⁰ Strickland House Advisory Committee, 1993: 9

⁸¹ Minutes of meeting between representatives of DPWS and NPWS on 6 September 2002 and subsequent written correspondence from NPWS to DPWS on 27 September 2002.

8.6.6 Future Vehicular Numbers

Vehicular numbers on the site are a concern as, unless carefully located they will destroy the character and quality of the original setting of Strickland House. Some additional car parking may be obtained in discreet locations (for example the quarry site) provided that they are screened by appropriate landscaping measures. Intensive use of the buildings and grounds by vehicles should be avoided. With consideration of the extent of the significant setting to Strickland House, the capacity of the site to accommodate car parking is limited. As such, the SHAC determined that future on site vehicle numbers should not exceed 60 to 70. This figure was also determined with consideration for the volume of traffic along Vacluse Road that additional parking spaces within the site may generate.

Woollahra Council has previously stated that new uses for the site should not create traffic congestion or traffic-related problems within the local streets in the vicinity of the site. Studies will be required to demonstrate that traffic and parking will have minimal impact on the site and on Vacluse Road.

8.6.7 Heritage Landscape

The Victorian/Edwardian landscaped setting for Strickland House as a residence is formed by the entry drive, the carriage sweeps related to the house and the Stables, and the tennis court and garden areas immediately adjoining the house (see Figure 59 for extent of Primary Heritage Area).

8.6.8 Original Setting

Large portions of the Strickland House site retain their original topography and the site provides an important open space landscape terminating several important harbour vistas. The original bushland setting may be appreciated along the harbour foreshore and between the Stables and Vacluse Road. The minimum curtilage to key heritage elements is established by the heritage landscape, however the larger site provides an essential setting. In addition, the borrowed landscape of the Sydney Harbour National Park and waters of Sydney Harbour are integral to the site and its interpretation as a significant cultural landscape within Sydney Harbour. New works cannot be allowed to alienate the wider setting in a manner that impacts on the heritage significance of its key elements.

8.6.9 1930s Changes to Landscape

The creek valley landscaping and the lawns associated with the two neo-Georgian Summer Houses are evidence of the development of the site as an extensive convalescent facility in the 1930s.

8.6.10 Significant Buildings

Strickland House

Strickland House, including its associated Service Wings, is a remarkable Italianate mansion dating from c1856, which was designed to dominate this site and this part of the Harbour, and still does.

Ideally, new uses for Strickland House should include opportunities for controlled public access to the building and its immediate setting to allow for enhancement of the public appreciation of the history and heritage significance of the House.

The SHAC has previously noted that in wet weather, the five ground floor reception rooms would have an approximate capacity of 216 people for 'cocktails' or 96 people for 'dining'. This observation was made in relation to concerns regarding potential over-intensive use of the house.

Stables

The Stables building has an important historical relationship with Strickland House, and this association should be maintained. While built of stone and slate, it is of modest architectural merit and could be readily adapted, without loss of character, to accept a variety of uses. Demolition of intrusive elements (Laundry block, Garage and Office) should precede any proposed adaptation.

Caretaker's Cottage, Dormitory Blocks, Nurses Home and Boiler House

The Caretaker's Cottage is a simple brick and tile building dating from c.1925. Despite its current poor condition, it is capable of adaptive reuse or modification. The Southern and Northern Dormitories and the Nurses Home are soundly constructed, understated neo-Georgian brick and tile structures dating from the 1930s, and built to complement the convalescent facility at Strickland House. The Boiler House was similarly added to the south Service Wing at the same time. They are capable of adaptive reuse, however should only be retained if their retention facilitates the conservation, use and enjoyment of the Strickland House site by the public, and also assists in the provision of adequate funding to achieve this. The Northern Dormitory detracts from the significant visual qualities of a dominant headland on Sydney Harbour and the wider setting of Strickland House and so ideally should be removed. Remodelling or removal of these buildings to lessen their visual impact on the site is appropriate.

In general terms, the Nurses Home and Caretaker's Cottage are largely hidden from view by a screen of trees and shrubs so that they are not evident from the waterfront, and are not conspicuous to Vaucluse Road. Accordingly, the use of these buildings and their environs is not as critical as the structures located on the more visible portions of the site. The character of buildings discretely located within a landscape setting should be maintained in any redevelopment proposal.

8.7 Adaptability of Buildings of Heritage Significance

Each of the significant buildings is well conceived and constructed and is quite capable of adaptive reuse as long as its significant elevations and key interiors are not compromised. They all enjoy a special setting that reinforces their public presentation and amenity and this must not be compromised. Specific curtilage could be achieved around the buildings by the use of landscaping or removable barriers similar to that at Vaucluse House (refer Section 6 Comparative Analysis). The intent is to avoid permanent barriers such as fences.

8.7.1 Strickland House

Interiors of exceptional and high significance that require conservation include:

Cellar:

- Spatial configuration generally

Ground and first floors:

- Main entrance hall/upper hallway
- Interconnecting reception rooms along west elevation
- Central stair
- Secondary rooms with fireplaces
- Stair to attic storey (first floor)

Any changes to these spaces should be easily reversible and should not compromise the appreciation of their significance.

The large rooms of the ground and first floors should not be subdivided to provide smaller spaces as this type of activity compromises the heritage significance of these spaces.

Spaces suitable for renovation or adaptation:

Ground Floor:

- Toilets in east corner
- Kitchen and store room to each side of central stair (rooms G.11 and G.14)

First Floor:

- Bathroom fitouts to each side of central stair (rooms 1.17 and 1.02/03)

Attic Storey:

- All rooms including bathroom

The present subdivision of the attic storey combined with its condition affects the significance of the space/s. The element itself is highly significant as an early structure, however subdivision to provide smaller spaces could be achieved with careful detailing and planning without compromising the heritage significance of the building.

All bathrooms and service rooms could be renovated without compromising the heritage significance of the building.

Elements that should be demolished:

The following elements should be removed to regain significant fabric or architectural form:

- concrete paving to verandahs;
- redundant services and fittings;
- modern tiling to external stairs; and
- ripple glazing to front door side light and fan light.

8.7.2 Service Wings

Interiors of exceptional and high significance that require conservation include:

- Original spatial configurations generally, defined by stone walls

Spaces suitable for renovation or adaptation:

- Ground floor toilets and Laundry (north Service Wing)
- Kitchen wing (south Service Wing)

The service rooms and former servants' accommodation in the Service Wings are considered to be of lesser heritage significance than Strickland House and could be modified to suit a change of use.

Elements that should be demolished:

- verandah infill in service courtyard and intrusive additions to Service Wings generally;
- access ramp in service courtyard; and
- floor finishes in service courtyard generally.

8.7.3 Stables

Interiors of high significance that require conservation include:

Ground and First Floor:

- Original spatial configurations generally
- Coach House wing
- Stables area
- Stair
- Workshop (?)

- Hay loft
- Former staff/patient accommodation area

Spaces suitable for renovation or adaptation:

The high historic significance of the Stables should be respected in any future proposals, however the modest architectural merit of the building lends itself to ready adaptation for a range of potential uses without loss of character.

Elements that should be demolished:

- laundry block;
- external steel fire stair;
- cement repairs to stonework;
- redundant services and fittings, including metal flue; and
- covered porch on north east elevation.

8.7.4 Dormitory Blocks, Boiler House, Caretaker's Cottage and Nurses Home

Spaces suitable for renovation or adaptation:

The cultural significance of the place is also embodied in its continued use. While the property has been in government ownership and public use since 1915 and that convalescent/aged care continued on the site until 1989, it may or may not be viable to retain such a use.

The Dormitory Blocks (Northern and Southern), Boiler House, Caretaker's Cottage and Nurses Home all date from the twentieth century Department of Health phase of occupation. These buildings are soundly constructed and despite the poor condition of particular elements, their architectural integrity would be easily re-established. These buildings may be readily modified and adapted to accept a variety of uses.

8.8 Development Adjacent to Significant Buildings

Buildings of exceptional and high significance should be conserved and any future proposals for the site should seek to remove intrusive additions and reinstate the character of built elements in a landscape setting. It is feasible for new structures to be constructed adjacent to these buildings provided that strict guidelines are followed and that these structures do not compromise an appreciation of their history and heritage significance.

Restoring the landscape setting of the buildings, maintaining significant views and vistas (to and from the site) and providing new buildings that enhance the significance of the heritage items are all ways in which the site could be developed adjacent to the heritage buildings.

Options for new works are discussed below.

8.8.1 Strickland House—South Service Wing

- New sympathetic extensions to the southeast of the south Service Wing could facilitate the creation of a landscaped court to the north that interprets the original path extending from Carrara Road to the service area at the rear of the House.
- It is feasible to introduce disabled access and public toilet facilities in this area to avoid significant adverse heritage impacts on Strickland House.

An extension in this location may also facilitate connections to the Southern Dormitory and, in conjunction with appropriate modification of this element, would contribute to making the building more practical for future use.

8.8.2 Stables

- A complementary new structure on the former office building site could enhance the setting of the Stables. A discrete courtyard between the old and new elements would enhance appreciation of the northeast façade of the Stables and facilitate reuse of the building.

8.9 Landscape Opportunities and Constraints

The landscape setting to the south and west of the main buildings is of utmost importance in the presentation of the Strickland House site. These areas were cleared early, being designed as open space linking the main house to the harbour side, and this situation is largely maintained today. Some intrusive plantings to the west of Strickland House compromise the views provided by the open setting. Weed infestation has also compromised the setting of Strickland House.

The former service areas to Strickland House have been altered significantly over time with the construction of new buildings during the period of occupation by the Department of Health and little remains of the landscape associated with the early residential phase other than a former path from Carrara Road and some specimen trees.

The conservation of the landscape should be well considered and a landscape plan prepared. The opportunities and constraints include:

- removal of weed infestation and re-establishing a sensitive landscaped area around the historic buildings Strickland House, Service Wings and Stables;
- removal of trees affecting the visual relationship between Strickland House and Sydney Harbour;
- maintain visual and physical links to and from the harbour frontage;
- regain landscape setting in service area;
- retain the existing mature trees where possible and replace in the future when trees die;
- conserve the stone walls constructed for the Department of Health and incorporate as part of a greater landscape plan for the Strickland House site.

8.10 Potential Appropriate Uses for Significant Buildings

Strickland House	
	– Health centre and professional practices
	– Conventions/Conference facility/Meeting venue
	– Reception area/Function rooms
	– Concerts/Recitals/Lectures
	– Art gallery/Museum/Exhibitions
	– Community centre
	– Health club/day spa/well-being centre/fitness centre
	– Boutique hotel accommodation
	– Restaurant (provided that the kitchen and other service areas are sensitively located within the rear service wings)
	– Residential (including the potential for private areas)
	– Education—Teaching spaces
	– Administration/Offices
	– Hospitality/Training facility

Service Wings	<ul style="list-style-type: none"> – Health centre and professional practices – Conferences/Training – Educational—teaching space/workshops/tutorial space – Administration/Offices – Hospitality/Catering – Kitchen/Service facilities
Stables	<ul style="list-style-type: none"> – Conferences/Meetings – Gallery/Exhibitions – Arts & crafts workshop/Artists studio – Community/Visitor centre – Residential in association with institutional use – Educational—teaching space/workshops/tutorial space/common rooms – Offices – Recreation/Day activity centre (yoga/aerobics)

8.11 Potential Appropriate Uses for Secondary Buildings

The other buildings on the site make a lesser contribution to the heritage significance of the site. With the exception of intrusive elements, which should be demolished when the opportunity arises, secondary buildings could provide facilities that would complement the revitalised significant buildings. Strickland House, the Stables, Southern Dormitory block, Nurses Home and Caretaker's Cottage are located to one side of the site. They could readily be used in a complementary manner.⁸² The Southern Dormitory could be demolished to make way for a new building or it could be extensively remodelled and enlarged in a form that is sympathetic with its relationship with Strickland House, subject to strict guidelines.

Potential uses	<ul style="list-style-type: none"> – Health centre/Hospice/Clinic (e.g. detox) – Aged health care centre – Seminars/Conferences – Function rooms/Conventions – Residential—hostel, hotel style or private (refer to discussion of recommended future uses in Section 8.11) – Education—teaching spaces/tutorial – Classrooms, lecture halls – Offices
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The Caretaker's Cottage and Nurses Home could be demolished for enlarged grounds or to enable the site to be redeveloped for residential, commercial or other uses. However, these buildings could also be extensively remodelled in a character and scale that is sympathetic with their environs for a range of uses. Reinforcing the landscaped belt between the cliff and carriage drive would enhance the vegetated backdrop to Strickland House as viewed from the harbour and would effectively screen development, existing or proposed, in this area.

⁸² Strickland House Advisory Committee, 1993: 11

Potential uses	<ul style="list-style-type: none">– Health centre and professional practice– Seminars/Conferences– Function rooms/Conventions– Community centre– Residential—hostel, hotel style or private– Classrooms, lecture halls– Offices
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The Boiler House could be demolished to enhance the setting of the Service Wings or to enable sympathetic re-development. Alternatively it could be extensively remodelled.

Potential uses	<ul style="list-style-type: none">– Kitchen / Catering– Laundry– Library– Offices
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The Northern Dormitory could be substantially remodelled for various purposes in a manner that lessens the buildings' impact on the site. The opportunity also exists to demolish this building, restore the landscape and integrate this area with Sydney Harbour National Park and Nielsen Park. This part of the site could be generally used as unrestricted public open space.

Potential uses	<ul style="list-style-type: none">– Open space– Health centre– Aged care health facility– Residential – hostel and hotel style– Schools– Offices
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8.12 Recommended Future Site Uses

In accordance with the historical development and adaptation of the Strickland House site, it would be appropriate in the future to 'develop' this significant site to accommodate a function/s that may include the following uses:

- Health/Aged Care Facilities
- Function/Conference Centre
- Residential
- Educational/Training
- Commercial (small business or office space)

Future uses for areas suitable for potential development would be considered compatible if strict development controls are met and these new uses maintain the cultural significance of the site.

8.13 Options for Adaptive Reuse

The majority of buildings on the site have potential for adaptive reuse. The nature of the site and the scale of existing and possible future development, indicates that a use that considers the site as a whole would be the best outcome to ensure that the site is appropriately managed. However, small-scale mixed use operations may be feasible considering the site topography and that existing facilities are relatively widely spread out across the site.

Whilst a variety of different adaptive reuse options may be feasible within individual buildings, the character of specific areas within the site must be carefully considered when introducing new uses. Each potential new use discussed below has particular needs relating to car parking, required building area and public access, and these factors will greatly impact the overall layout and physical and visual relationships within the site. The relationship of specific uses must be considered within the site as a whole so that compatible uses may be located adjacent to each other.

As noted previously, it is envisaged that unrestricted public access to and from the Hermitage Foreshore Reserve and open foreground areas along the west boundary will remain, as will direct access to public roads via established internal roadways and pathways. Public access to other parts of the site and to the buildings and their immediate environs will be subject to the opportunities and constraints associated with their new uses.

Three of the key considerations associated with public access and the adaptive use on the Strickland House site are therefore:

- providing controlled public access to significant buildings and their immediate environs;
- delineating between private outdoor areas and publically accessible areas; and
- allowing for visual privacy.

The existing buildings have generally remained vacant since 1989. The exception is Strickland House, the first floor of which is currently the residence of the on-site caretakers. Other structures are used for occasional functions, such as the Nurses Home and Summer Houses for film sets.

The following options for new uses are discussed to highlight the issues to be considered when assessing the options for adaptive reuse of the buildings of the Strickland House site.

Hospital/Health Care Facilities

The range and configuration of spaces within the existing buildings are not compatible with the contemporary requirements of a large general hospital. Established as a convalescent facility in 1914, the buildings are suited to institutional patient care but lack the specialised buildings for large operating theatres, critical care facilities etc. However, given the continual use of the site for health care for seventy five years, the longest continual use of the site for a particular purpose, indicates that the buildings may be readily upgraded to support new and different functions relating to health care.

There are opportunities in the area of the Caretaker's Cottage and Nurses Home for the construction of new buildings that could provide specialist facilities to support and facilitate the new uses of the buildings. In this instance, it may be preferable to replace these particular buildings with a considered new structure that facilitates the adaptation of more substantial buildings already located on the site.

It should be noted that the carparking requirements of a substantial hospital/health care facility would be difficult to accommodate on the site without compromising its heritage values. Large expanses of carparking should not be permitted. On the other hand, an aged care facility is anticipated to have lesser vehicular impact on the site.

Educational Facility (School, University, Training College)

An educational institution could adapt the site for appropriate reuse without substantially impacting its heritage values. Given the nature of the site, such an institution could not be large in scale and would therefore need to be a specialist institution or semi-autonomous college. One example of adaptation of former health-related facilities to educational use provides a good model; the Kirkbride buildings within one area of Callan Park, Rozelle were extensively restored and adapted for use by the University of Sydney—Sydney College of the Arts department. At Strickland House, the former Dormitory Buildings are more robust structures that even more readily lend themselves to adaptation and modification than the Kirkbride buildings.

The existing buildings provide a range of spaces that could be adapted to accommodate the different requirements of an educational facility—general classrooms, larger seminar rooms, offices etc. However, the specialist facilities that may be required by an educational institution, for example library and technical workshops, would be best accommodated within new buildings, possibly located to the north east of the Stables building.

Limited sporting facilities may be provided by reuse of the former croquet lawn and tennis court, however provision of a large formal playing field is not feasible given the restricted area of flat open space and the natural qualities of the landscape, including presence of sandstone outcrops.

Access to the waterfront for co-curricular activities would be desirable, however this may conflict with the management policies for the Sydney Harbour National Park.

Parking (if provided on-site) should be located in less visible areas to minimise adverse impacts on the landscaped setting of the site.

The occasional use of part of the Nurses Home to provide film sets for a variety of students studying filmmaking, although not ideal, shows the adaptability of this building and its general robustness. The Nurses Home, Caretaker's Cottage and Dormitory Blocks are similarly robust.

Conference/Reception Centre

Some of the buildings within the Strickland House site provide a good combination of spaces, with a reasonable degree of flexibility, for use as conference facilities. Conference facilities should only be established that have a relatively low impact on the building fabric. The kitchens and toilet facilities should be located in areas where intensive servicing will not damage significant fabric.

There are a number of larger spaces, both within Strickland House and the Dormitory Buildings that could hold the large plenary sessions with smaller spaces being used as "support rooms" for seminars, break out rooms etc.

Within Strickland House, conference facilities should only be established that have a relatively low impact on the building fabric. Existing service areas should be reused for kitchen and toilet facilities.

The smaller buildings within the site, for example the Nurses Home and Stables building, could be converted to small conference/reception centres.

Residential Accommodation—Hotel/Hostel/Private

Strickland House, the Dormitory Blocks, Nurses Home and Caretaker's Cottage could readily provide residential accommodation. Strickland House in particular could be used as a private residence consistent with its original use provided that controlled public access to the building and its immediate environs continues to be provided, such as open days. The Dormitory Blocks could be used for hostel accommodation as a support facility for an educational or institutional use of the site or they could accommodate a private hotel.

Achieving a clear delineation between private outdoor areas and publically accessible areas may require installation of physical and visual barriers such as fencing or screen plantings, which have potential to impact the immediate and wider settings of Strickland House and other significant buildings as well as impact the character of significant landscape areas.

The introduction of private residences would be more appropriate in areas of the site of lesser significance, in particular adjacent to Vaucluse Road, beyond the vegetated backdrop to Strickland House. Such a use in this area is compatible with the neighbouring residential properties and may be designed to avoid significant adverse impacts on elements of exceptional and high significance.

Commercial Uses (small business, office space)

The existing spatial and physical arrangements of the significant buildings are not capable of being upgraded to meet the standards and configuration of high quality, contemporary open plan office space with sophisticated IT services. The nature of the spaces, however, makes them suitable for adaptation to offices related to other functions or for small-scale businesses. Installation of modern services, such as lighting, air conditioning, power distribution, computer cabling, would need to be carefully considered to avoid inappropriate or adverse impact on historic building fabric.

The use of the Dormitory buildings for modern open plan office fitouts is appropriate as adverse impact on significant fabric is less likely to occur. However, vehicular access and carparking for a wide range of individual businesses would also need to be carefully managed.

It may be possible to introduce a small-scale boutique style commercial development to operate within the site. Such a development should be restricted to areas of lower significance as described for private residential accommodation.

8.13.1 Site Management

The future management of the Strickland House site will play a key role in ensuring its conservation. It is therefore necessary to establish the parameters and principles that need to be met in this regard. Prior to, or in association with, resolving the adaptive reuse options for the site, the management structure should be formalised in order to prevent ad hoc intervention of individual buildings and to establish a maintenance program for the buildings, structures and landscape features.

Issues that need to be addressed in the management of the site include:

- effective and consistent conservation of buildings and landscape features across the entire site (resources and skills);
- carefully controlled vehicular access and car parking across the site;
- selection of appropriate tenants/occupants whose needs can be accommodated without significant adverse impacts on fabric, spaces or setting;
- balance the individual needs of all tenants/occupants and the desire for public access to the site;
- encourage cooperation between managers of all components of the site to ensure that overall management objectives are consistent between managing agencies (currently NSW State Property Authority is the key managing agency, with NPWS responsible for the Hermitage Foreshore Reserve as part of the Sydney Harbour National Park); and
- ensure that areas to be managed are created on logical spatial units, which maintain the integrity of the landscape design of the site.

If more diverse occupants, or a number of occupants, are anticipated on the site then a strategic and financial planning exercise will be needed to manage the process.

8.14 Statutory Heritage Context

8.14.1 Introduction

The Strickland House site is subject to a number of legislative controls that are discussed below.

8.14.2 Heritage Act 1977 (NSW)

The *Heritage Act 1977* (NSW) aims to conserve the environmental heritage of New South Wales. Environmental heritage is broadly defined under Section 4 of the Heritage Act as consisting of the following items:

those places, buildings, works, relics, moveable objects, and precincts, of State or local heritage significance.

The Act established the State Heritage Register (SHR) to protect places with particular importance to the people of New South Wales. Strickland House and its immediate curtilage, equating to approximately 55% of the property area, was included on the SHR (SHR No. 772) in 1990. On 30 January 2012, the boundary was revised to include the remainder of the property. See Figure 58 for the current map included with the SHR listing boundary, which has not yet been updated to reflect the revisions to the SHR listing boundary. See Appendix A for a copy of the SHR listing.

Under Section 57(1) of the Act, Heritage Council of New South Wales approval is required to undertake any works within an SHR listing boundary. Unless an item constitutes a danger to its occupants or the public, demolition of a SHR item is not permitted under the Act. An element of a SHR item may only be demolished if it does not contribute to the significance of the item.

To gain approval to undertake works, an application must be made to the Heritage Council under Section 60 of the Act. The details of all proposed works within the SHR boundary must be submitted to the NSW Heritage Council for consent prior to commencement. All conservation works must be guided by an approved Conservation Management Plan and all new developments, demolitions and alterations must conform to the guidelines of an approved Master Plan for the site.

The Authority's S170 Heritage and Conservation Register

Under Section 170 of the Act, the Authority is required to maintain a register that provides descriptions, history and a statement of heritage significance for all heritage items under its ownership. The Strickland House site is included on the Authority's Heritage and Conservation Register.

Archaeological Relics

The Heritage Act also has provisions to protect historical archaeological relics. The Act defines a 'relic' as any deposit, artefact, object or material evidence that:

- a) *relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and*
- b) *is of State or local heritage significance.*

An archaeological site is an area which contains one or more archaeological relics.⁸³ Archaeological remains that do not meet the threshold for local or state significance are not considered to be relics under the Act. The Strickland House site has been identified as having potential to contain historical archaeological relics of State heritage significance.

Under Section 57(1) of the Act, Heritage Council approval is required to excavate or disturb land included on the SHR and where there is reasonable knowledge or likelihood of relics being disturbed. To gain approval, an application must be made to the Heritage Council under Section 60 of the Act.

⁸³ NSW Heritage Branch, Department of Planning (2009): Assessing Significance for Historical Archaeological Sites and 'Relics', 1.0.

Excavation Permits are issued in accordance with Heritage Council policies which ensure that disturbance of sites and *relics* occur in accordance with appropriate professional assessment, standards and procedures. In practice, this means that a permit will be required where any assessment or other information suggests the likely presence of buried relics and ground disturbance is proposed. If it is determined that excavation will not adversely affect potential archaeological relics, then an application for Exemption from the s60 process can be made under s57(3) of the Act.

Conservation Management Plans

Section 38A of the Heritage Act provides for endorsement of a conservation management plan prepared for a place included on the SHR. Endorsement of a CMP by the Heritage Council of NSW facilitates assessments of development proposals and their approval. They also allow for site-specific exemptions to be put in place for certain works that are consistent with the CMP.

A CMP for the Strickland Cottage site was previously endorsed by the Heritage Council of New South Wales in December 2003. It is the intention of the Authority to submit this updated CMP to the Heritage Council for endorsement.

Standard and Site Specific Exemptions

As noted above, any major works to heritage items included on the SHR need to be assessed and approved by the Heritage Council to ensure that the heritage significance of the place will not be adversely affected. A number of exemptions, however, have been established under Section 57(2) of the Act, to allow certain activities that are minor in nature and would have minimal impact on the heritage significance of the place. There are two types of exemptions:

- Standard exemptions for all items on the SHR. Typical activities that are exempted include building maintenance, minor repairs, alterations to certain interiors or areas or change of use.
- Site specific exemptions for a particular heritage item that can be approved by the Minister on the recommendation of the Heritage Council.

The Heritage Council has prepared guidelines to inform owners and managers of SHR listed heritage items about the standard exemptions. They also explain how to develop site specific exemptions.

Site specific exemptions relate to the particular requirements of an individual SHR item, and can only be for works which have no potential to materially affect the significance of the item. Site specific exemptions are only applicable if the works are identified as exempt development in a CMP endorsed by the Heritage Council, or in a Conservation Management Strategy. There are no current site-specific exemptions for the Strickland House site.

Heritage Agreements

The Minister may enter into heritage agreements with owners of SHR places. The aim of a heritage agreement is to specify activities to be undertaken by the owner and financial and other benefits that may be provided by the State government. Heritage agreements may include provisions for:

- financial or technical assistance;
- valuation review;
- restrictions on use;
- professional advice required for conservation work;
- standards for conservation works; and
- interpretation and public access.

Heritage agreements may be attached to the title of the land, so that the obligations and benefits apply to both current and future owners. A heritage agreement could be put in place to provide for the long term conservation of all or part of the Strickland House site.

Heritage Council of New South Wales



State Heritage Register - Proposed Curtilage for Investigation

0 12.5 25 50 75 100 125
Metres

Scale: 1:2,000 @A4
Produced by: Michelle Galea
Date: 24 June 2011

Legend

- Proposed Curtilage
- SHR Curtilage
- LGAs
- Suburbs
- Land Parcels

Figure 58 The map included with the State Heritage Register(SHR) Listing for the Strickland House site. The area designated 'Strickland House Curtilage Extension (Draft)' was included within the SHR listing boundary on 30 January 2012 by the Minister of Heritage.
Source: SHR Listing Citation, Heritage Branch, Office of Environment and Heritage.



Minimum Standards of Maintenance and Repair

Section 118 of the Heritage Act provides for the regulation of minimum standards for the maintenance and repair of places included on the SHR. The minimum standards cover the following areas:

- weatherproofing of the building, work or relic to prevent the ingress of water or dampness or to reduce its effects;
- hazard reduction and fire detection and control systems to protect the building, work or relic from damage or destruction by fire;
- security measures to protect the building, work or relic from vandalism; and
- essential maintenance and repair to prevent serious or irreparable damage or deterioration to a building, work or relic.

An inspection to ensure that the building, work or relic is managed in accordance with the minimum standards must be conducted at least once a year (or at least once every three years for essential maintenance and repair). Further details of the minimum standards can be provided by the Authority.

The minimum standards aim to ensure that the heritage significance of the place is maintained. They do not require owners to undertake restoration works, but where works are needed owners may be eligible to apply for financial assistance through the Heritage Incentives Program. Failure to meet the minimum standards may result in an order from the Heritage Council to do or refrain from doing any works necessary to ensure standards are met. Failure to comply with an order can result in the resumption of land, a prohibition on development or fines and imprisonment.

8.14.3 National Parks and Wildlife Act 1974 (NSW)

The *National Parks and Wildlife Act 1974* (NSW) (the NP&W Act) (as amended in October 2010) provides for the setting aside and management of land as: Nature Reserve, National Park, Regional Park, Historic Site, Aboriginal Area, State Recreation Area and State and Game Reserve. The Act is administered by the Office of Environment and Heritage (OEH) who is also responsible for identifying, caring for and promoting Aboriginal culture and heritage in NSW.

OEH maintains a site register (refer to archaeological assessment in Section 5 of this CMP), and a list of consultants experienced with identification and assessment of Aboriginal sites and objects. OEH also has a good relationship with the local Aboriginal Land Council and local Aboriginal community.

In relation to Aboriginal sites, OEH maintain a managerial role within National Parks and provide a custodial role for 'off-park' sites. OEH will arrange involvement with the local Aboriginal community for consultation in regard to the significance and management of the potential Aboriginal sites.

A section of the original Carrara Estate (the foreshore), now known as the Hermitage Foreshore Reserve, was transferred to the National Parks and Wildlife Service (now OEH) during the 1980s. Significant Aboriginal sites have been identified within this area.

Aboriginal sites and objects are protected under Section 90 of the NP&W Act which makes it an offence to damage, deface or destroy an Aboriginal relic without written permission of the Director. Any person aware of the location of an Aboriginal site or object is further required to report its existence to the Director. OEH issue permits under Section 87 and 90 of the NP&W Act for preliminary research, excavation and consent to destroy relics.

The main interest of OEH in the Strickland House site is the site's natural and cultural heritage significance as well as the site's historical relationship to the Nielsen Park and Hermitage Foreshore Reserve section of the Sydney Harbour National Park. Another particular interest for OEH arises from the contiguous boundaries with the Sydney Harbour National Park. Any boundary between urban development and parkland has the potential to cause management problems in the following areas:

- encroachments of buildings or open space into areas of parkland;
- rubbish disposal and litter;

- invasion from domestic animals, garden weeds, exotic plant material, lawn clippings etc;
- fire, generated from either side of the common boundary; and
- run-off by pollutants, sullage etc.

In the case of the Strickland House site, the key issues relate to potential water run-off into the Sydney Harbour National Park, which is located to the northwest and downslope of the site.

OEH prepared a management plan for Sydney Harbour National Park in October 1998.

8.14.4 Environmental Planning and Assessment Act 1979

The *Environmental Planning and Assessment Act 1979* (NSW) (the EP&A Act) provides for the preparation of planning instruments to guide land use management at state, regional and local levels. Of particular relevance to heritage matters are the mechanisms for inclusion of heritage conservation provisions in planning instruments and the assessment of development proposals.

On 1 October 2011, Part 3A of the Act was repealed by the *Environmental Planning and Assessment Amendment (Part 3A Repeal) Act 2011*. The amendments to the Act and to the corresponding Regulations and other environmental planning instruments also established a new regime for the assessment and determination of projects of State significance.

A brief discussion of the relevant environmental planning instruments (as of 23 November 2011) is set out below. It includes the roles and responsibilities of the Authority with regards to obtaining development consent, where applicable.

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

The *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (the Harbour REP) aims to achieve a balance between promoting a prosperous working harbour, maintaining a healthy and sustainable waterway environment and promoting recreational access to the foreshore and waterways. Part 2 of the Harbour REP sets out the planning principles for land within the Sydney Harbour Catchment, within the Foreshores and Waterways Areas and for heritage conservation.

The Harbour REP defines and contains provisions for the hydrological catchment of the harbour, foreshores and waterways areas, heritage items, wetlands protection area and 28 strategic foreshore sites. It also provides zones for the waterways of the harbour and its tributaries.

The entire Strickland House site is within the Foreshores and Waterways Area and has been identified as a Strategic Foreshore Site (Item No 27). It has not been identified as a heritage item on Schedule 4 of the Harbour REP as it is included as a heritage item on Schedule 2 of the Woollahra Council Local Environmental Plan (LEP) No.27. The foreshore adjacent to the site is identified as a wetlands protection area, while the nearby waters of Sydney Harbour are zoned W2—Environmental Protection.

The Harbour REP contains a set of matters for consideration by consent authorities applying to the Foreshores and Waterways Area. They include ecological and scenic quality, built form and design, maintenance of views, public access, and recreational and working harbour uses. The Harbour REP also provides for the Foreshores and Waterways Planning and Development Advisory Committee as a forum to advise consent authorities on proposals for development within the area including those identified in Schedule 2.

A Development Control Plan (DCP) for the Foreshores and Waterways Area has been prepared to provide design guidelines for development and criteria for natural resource protection. The DCP identifies Strickland House as having landmark qualities and identifies the site as containing a grassland ecological community. Strickland House is also within Landscape Character Area Type 2. The DCP will need to be taken into consideration by land owners, developers and consent authorities when proposing or assessing development at the Strickland House site.

Part 4 of the Harbour REP requires that a master plan be prepared for most forms of development on a Strategic Foreshore Site unless the Minister waives the requirements or if minor development specified in Schedule 3 of the Harbour REP is proposed. (The master plan requirements are over and above any planning approvals that may be required from Councils or any other public authority.)

A draft of the master plan must illustrate and explain, amongst other things, proposals for heritage conservation (including the protection of archaeological relics and places, sites and objects of Aboriginal heritage significance) and for implementing the guidelines set out in any applicable conservation policy or conservation management plan. This requirement applies regardless of whether or not the site is included as a heritage item on Schedule 4 of the Harbour REP.

The conservation policies contained within this CMP will form an important part of the preparation of any master plan for the Strickland House site.

Woollahra Local Environmental Plan No.27

The Woollahra Local Environmental Plan No. 27 (WLEP 27) has in general been incorporated into Woollahra Local Environmental Plan 1995 (WLEP 1995). However, WLEP 1995 does not apply to the Strickland House site owing to the fact that the previous 'Special Uses (Hospital) Zoning' 5(a) has not been superceded. As such, the provisions of WLEP 27 remain applicable for any assessment of proposals for the site by Woollahra Municipal Council.

The specific objective within the current 5(a) zoning is *"to maintain land for certain community facilities and services"* however the only purpose currently permitted prior to rezoning is Hospital, including ancillary functions, parks, gardens and roads.

Strickland House, including the former Coach House and Stables, grounds, gardens and trees, are listed in Schedule 2 of the Plan as Items of Environmental Heritage to which certain restrictions apply.

The following activities are not permitted without the consent of Council under Clause 18:

- a) *demolish, renovate or extend the building or work;*
- b) *damage or despoil the relic or any part of the relic;*
- c) *excavate any land for the purpose of exposing or removing the relic;*
- d) *erect a building on the land on which that building, work or relic is situated or the land which comprises that place; or*
- e) *subdivide the land on which that building, work or relic is situated or the land which comprises that place.*

Furthermore, in accordance with Clause 21, Council may grant consent to development of an Item of Environmental Heritage if satisfied that:

- c) *the use would have little or no adverse effect on the amenity of the neighbourhood; and*
- d) *conservation of the building depends upon the council granting consent*

Schedule 1 of WLEP 27 outlines aims and objectives that should be observed for the following:

- physical environment
- socio-economic factors
- transportation system
- conservation

The buildings associated with occupation of the site by the Department of Health are not listed as Items of Environmental Heritage in the WLEP 27.

Strickland House, Vaucluse: Land Use, Conservation and Development Principles

Woollahra Municipal Council prepared the Strickland House, Vaucluse, Land Use, Conservation and Development Principles in July 2000. This document was prepared with the intention of providing guidance to the State Government in its actions regarding the future role and management of the Strickland House site. While the principles do not have statutory authority, the document was intended to supplement future statutory and policy provisions in a local environmental plan and development control plan. The principles were prepared in consultation with the local community and have regard for public submissions. It draws on the guidelines contained in the Conservation Plan prepared by Dawson Brown Architects (1997), which have been reviewed in this CMP.

8.15 Other Relevant Statutory Requirements

8.15.1 Building Code of Australia

The *Building Code of Australia* (BCA) aims to establish nationally consistent, minimum necessary standards of health, safety (including structural safety and safety from fire), amenity and sustainability. The BCA contains technical provisions for the design and construction of buildings and other structures, covering such matters as structure, fire resistance, access and egress, services and equipment, and energy efficiency as well as certain aspects of health and amenity.

An assessment of the compliance of the Strickland House site with the BCA provisions has not been undertaken. It is a requirement, however, that any development applications ensure consistency of the proposed works with the BCA. Future upgrades to the Strickland House site to comply with the BCA should be undertaken in such a way as to avoid, minimise or mitigate any potential adverse impact on the heritage significance of the place. For example, in relation to fire safety, a fire engineering approach should be taken in the development of a fire safety strategy to avoid damage to significant spaces, elements and fabric while still ensuring occupant evacuation can be achieved.

8.15.2 Disability Discrimination Act 1992

The *Disability Discrimination Act 1992* (the DDA Act) provides protection to members of the community with a limited ability/disability and ensures that reasonable access is provided to both public and private buildings and places. As a complaint-based Act it may require the construction of additional access arrangements to buildings that may impact their heritage significance.

The existing buildings and structures on the Strickland House site present some challenges with achieving compliance with the provisions of the DDA Act. Any modifications or new works required to satisfy the provisions of the DDA Act will need to be undertaken in such a way as to avoid, minimise or mitigate any potential adverse impact on the heritage significance of the place.

8.16 Non-Statutory Heritage Considerations

8.16.1 The Australia ICOMOS Burra Charter

The *Australia ICOMOS Burra Charter 1999*, known as *The Burra Charter*, is widely accepted in Australia as the underlying methodology by which all works to places identified as having national, state and regional significance are undertaken.⁸⁴

Because the Strickland House site is of demonstrated cultural significance, procedures for managing changes and activities at the complex should be in accordance with the recognised conservation methodology of the *Burra Charter*.

The following are the most relevant articles:

- Provision should be made for the continuing security and maintenance of significant items. (Articles 2 and 16)

⁸⁴ *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance 1999.*

- All conservation work should involve minimum interference to the existing fabric. (Article 3)
- The visual setting for significant items must be maintained and no new construction or other action which detracts from the heritage value of the item should occur. (Article 8)
- Fabric should be retained in situ unless moving it is the sole means of achieving its survival. (Article 9)
- Fabric from all periods should be recognised as contributing to the significance of the items. (Articles 5, 13 and 15)
- Existing fabric should be recorded before disturbance occurs. (Article 27)
- Disturbance of fabric may occur in order to provide evidence needed for the making of decisions on the conservation of the place. (Article 28)
- The decision-making procedure and individuals responsible for policy decisions should be identified. (Article 26)
- Appropriate direction and supervision should be maintained at all stages of the work. (Article 27)
- A record should be kept of new evidence and future decisions. (Articles 27, 31 & 32)
- Copies of all reports and records should be placed in a permanent archive and made publicly available. (Article 32.2)
- Fabric of cultural significance already or subsequently removed should be kept in a secure repository. Such items should be professionally catalogued and protected. (Article 33)
- Adequate resources should be provided for conservation. (Article 34)

8.16.2 Australian Heritage Commission—Register of the National Estate

The Register of the National Estate (RNE) provides an inventory of places of cultural significance that contribute to our national heritage. The RNE is a list of more than 13,000 heritage places around Australia that has been compiled by the (former) Australian Heritage Commission and now managed by the Australian Heritage Council (AHC).

Strickland House and Grounds, Vaucluse NSW' was included on the RNE in 1978. The Strickland House site also forms part of the scenic catchment of the Sydney Harbour National Park, which has been separately included on the RNE as the 'Sydney Harbour Landscape Area'. A copy of each of the listings has been included at Appendix A.

Inclusion of the property on the RNE does not place any direct legal constraints on the actions of owners of private property. The RNE ceased to exist in February 2012 and has become an archive resource.

8.16.3 National Trust of Australia (NSW)

The National Trust of Australia (NSW) maintains a register of places and items of cultural significance, including buildings, sites, items and areas that the Trust has assessed to be:

places which are components of the natural or the cultural environment of Australia, that have aesthetic, historical, architectural, archaeological, scientific, or social significance, or other special value for future generations, as well as for the present community.

Strickland House, including the house, the former Coach House and Stables, grounds, gardens and trees, is included on the National Trust of Australia (NSW) Register. The Strickland House site is also located within the scenic catchment of Sydney Harbour, which has been separately included on the National Trust Register. A copy of each of the listings has been included at Appendix A.

(refer to Appendix A for the Inventory Sheet). The National Trust is a non-statutory, non-government organisation; however, it has significant influence based on community support.

DRAFT FOR DISCUSSION

9 CONSERVATION POLICIES

9.1 Introduction

Conservation can be regarded as the management of change. In such instances it seeks to safeguard what is significant about a place within a process of change and development. It is essential to establish principles, policies and recommended actions for the conservation and ongoing use of a place to ensure best-practice heritage management. Within this framework owners and managers of the place will be best able to formulate suitable proposals for change and consent authorities will be able to assess those proposals against the site-specific policies.

The conservation policies aim to assist with the long term use, maintenance, conservation and potential development of the Strickland House site. They are intended to manage change rather than prohibit it. Where appropriate, each policy is supported by explanatory text and/or a series of guidelines that aim to ensure that future decisions about the place are made in an informed manner.

9.2 Heritage Management Principles

The following heritage management principles should be adopted by the Authority and relevant approval authorities:

1. The Summary Statement of Heritage Significance within Section 7 of this CMP should be adopted as the basis for heritage management. All decisions should consider and seek to retain the values identified in the Summary Statement of Heritage Significance.
2. The future conservation and development of the Strickland House site should be carried out in accordance with accepted conservation principles and processes including the Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (the Burra Charter), which provides the Australian standard for conservation practice.
3. The conservation approach for specific spaces, elements and fabric set out in this CMP should be endorsed as a guide to future works.
4. Conservation of the heritage significance of the Strickland House site should be actively managed in conjunction with the ongoing and future uses of the place.
5. Appropriate funding should be made available for the ongoing maintenance and conservation of the Strickland House site. This would include ensuring that the buildings are weatherproof and regularly maintained and that the site is made secure and protected from potential hazards.
6. Care should be taken in the planning and implementation of any works, including conservation and future development proposals to avoid, minimise and/or mitigate any adverse impacts on the heritage significance of the place.

The conservation of the site can best be achieved by:

- The conservation and adaptive reuse of Strickland House, the Service Wings and Stables.
- The conservation of the setting of these buildings and associated historic landscapes.
- The accommodation of uses which will enhance public appreciation of the cultural significance of the place and ensure the conservation of the important buildings and landscape features.
- The control of the development of neighbouring sites to safeguard the conservation of the heritage significance of the Strickland House site.
- The strict control of development within the Strickland House site to ensure an ongoing appreciation of the significance of the place.

- The control of the significant landscape and harbourside setting and public access ways to ensure that the site's cultural landscape is retained and conserved.
- The minimisation of intervention to significant fabric in order to minimise the loss of cultural significance. Detrimental intervention should occur in areas of lower significance and the work should be reversible. Intrusive elements should be removed.
- The implementation of fire safety measures to comply with the intent of the Building Code of Australia and NSW Building Regulations.
- The implementation of a regular maintenance programme.
- The prevention of demolition or removal of significant items (apart from actions required to ensure public safety) before details of the conservation works have been determined.
- The undertaking of photographic archival recording prior to and during works at the site consistent with Heritage Branch, NSW Department of Planning guidelines.
- The archiving of all material relating to the Strickland House site, including material relating to occupation by the NSW Department of Health, to be retained at an appropriate repository and be made available to the public with secure access.

The policies have been grouped under the following headings most relevant to the management of the heritage significance of the place:

- General Management Policies;
- Heritage Conservation;
- Cleaning, Maintenance and Repair; and
- Site Redevelopment.

9.3 General Management Policies

9.3.1 CMP Adoption and Implementation

- Policy 1 The CMP should be formally adopted by the Authority as the basis for the effective management of the heritage significance of the Strickland House site.*
- Policy 2 Heritage objectives should be fully integrated into the Authority's management structure to ensure that:*
- *relevant personnel and other site users are made aware of the heritage significance of the site and the key objectives for heritage management;*
 - *the roles and responsibilities for heritage management are clearly established; and*
 - *a balance is achieved between proposed site functions and the conservation of heritage significance.*
- Policy 3 Appropriate resources and funding should be put in place by the Authority to allow for the CMP recommendations to be implemented.*

Responsibility for the management of the Strickland House site currently rests with the Authority. This CMP has been prepared to assist the Authority and should therefore be adopted by it as the basis for management of the heritage significance of the Strickland House site.

A management plan is only effective if its provisions are implemented. It is therefore important that the Authority ensures that staffing and financial management arrangements, resources and processes allow for and contribute to the effective implementation of this CMP.

9.3.2 CMP Endorsement

Policy 4 This CMP should be submitted to the Heritage Council of NSW for endorsement.

Policy 5 The CMP should be submitted to Woollahra Municipal Council, the NSW Office of Environment and Heritage and the Australian Heritage Council for their information.

Inclusion of the Strickland House site on the SHR (Listing No. 722) requires that no works on the site can proceed unless approved by the Heritage Council of NSW. Endorsement of the CMP by the Heritage Council of NSW is a requirement under the *Heritage Act 1977* (NSW). It is proposed that this CMP, once finalised, will be lodged with the Heritage Council for endorsement.

It is a requirement of the *Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005* that all proposals be guided by an approved master plan. This CMP will form one of the key documents that will guide the preparation of a master plan for the site.

9.3.3 CMP Review

Policy 6 The CMP should be reviewed and amended within five years of its endorsement by the Heritage Council of NSW, or earlier if alternative uses or new directions are to be considered. CMP reviews and amendments should be undertaken consistent with Burra Charter principles and Heritage Council of NSW guidelines using appropriate heritage management expertise.

Policy 7 This CMP is to be reviewed as the need arises. The results of future studies should be kept up to date, regularly reviewed and revised as necessary.⁸⁵

Review of the CMP on a regular basis is required to ensure that it continues to accurately document the heritage significance of the site as well as appropriately address key heritage management issues.

This CMP, and particularly its conservation policies, may need adjustment to take into account discrepancies and unforeseen circumstances, to clarify intentions or as a result of uncovered evidence. It is not a requirement of the Burra Charter to revise this CMP every five years if there have been no fundamental changes to the condition and/or use of the site or client and/or authority requirements. It is not necessary to revise this CMP unless circumstances regarding the site change substantially.

The Heritage Council of NSW endorsement of a conservation management plan is for a maximum period of five years. After this time, re-endorsement may be considered by the Heritage Council. For projects with extended time frames, procedures for re-endorsement of the CMP should be established with the Heritage Council.

9.3.4 Public Accessibility of this CMP

Policy 8 This CMP should be made publically available by lodging endorsed copies with the State Library of NSW, the Heritage Branch, Office of Environment and Heritage and the Woollahra Municipal Council Library.⁸⁶

The CMP should be made publically accessible to assist with fostering community awareness of the heritage significance of the Strickland House site.

⁸⁵ Burra Charter, Article 26 (Explanatory Notes)

⁸⁶ Burra Charter, Article 32

9.3.5 How to use this Conservation Management Plan

Policy 9 The management of the Strickland House site should be informed by an understanding of the heritage significance of the place as described in this CMP.⁸⁷

The CMP has endeavoured to identify why the Strickland House site as a whole and each of its key elements are significant. The statement of cultural significance and the significance assessments of individual elements within the site, the policies recommended and options discussed throughout this report will guide future planning and work.

The conservation policies make recommendations regarding the conservation of the place so that any proposed future intervention will not result in inappropriate loss of cultural significance. It is intended to be of practical use to the managers of the site enabling them to make decisions about the site having due regard to its significance.

The effectiveness of this CMP depends on its being implemented. An effective management structure is required to ensure that the policies are implemented. The document should be made available to, and read by all, relevant officers. In addition it is essential that all officers are made aware of the processes which are to be followed when proposing maintenance, or other work which involves the modification of significant fabric.

A person shall be nominated to be responsible for making all decisions related to this Plan. The person shall be appropriately qualified and experienced in all aspects of the care and maintenance of the large buildings of significance and in overall site master planning.

9.3.6 State Heritage Register Listing and Sydney Harbour REP

Policy 10 The State Heritage Register listing for the Strickland House site should be reviewed and revised to incorporate any new information contained within this CMP.

Policy 11 The Strickland House site should be listed as a heritage item on Schedule 4 of the Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005.

The Strickland House site is a rare intact Victorian Estate retaining its near original subdivision and relationship to the harbour. It contributes substantially to our understanding of the history of NSW. The site as a whole should be acknowledged for its major heritage significance. The Heritage Branch, Office of Environment and Heritage should be encouraged to review and revise the SHR listing to include any new information contained in this CMP.

Schedule 4 of the *Sydney Harbour Regional Environmental Plan (Sydney Harbour Catchment) 2005* includes those heritage items within the Sydney Harbour Catchment area that are included on the SHR. Items included within local planning instruments have been excluded to avoid duplication. Strickland House is not currently included on Schedule 4 of the Harbour REP.

9.3.7 Site Management

Policy 12 An effective management structure for the Strickland House site should be introduced which:

- implements effective and consistent conservation practices across the whole site and requires the continuous protective care of the grounds;*
- has control over the whole site and various managers that may control various areas;*
- controls vehicular access and parking across the site;*

⁸⁷ Sections 2 - 6 of this document

- encourages cooperation between potential managers of all site components to ensure that overall management objectives are consistent between managing agencies;
- balances the needs of individual tenants/occupants and the requirements of public access to the site; and
- ensures that areas to be managed are created on logical spatial units that maintain the integrity of the landscape design of the site.

Policy 13 Heritage management expertise should be incorporated into the management structure of the site or should be imported from appropriate sources.⁸⁸

Currently the Strickland House site is managed by the NSW State Property Authority, however this situation may not always be the case. It is also feasible that areas of the Strickland House site may be controlled in the future under different management regimes. In this case, an overarching management strategy is required to ensure the best outcome for the whole site.

9.3.8 Best Practice Heritage Management

Policy 14 Management of the Strickland House site should be in accordance with best-practice heritage management principles and guidelines including:

- *The Australia ICOMOS Charter for Places of Cultural significance 1999 (the Burra Charter); and*
- *the guidelines produced by the Heritage Council of NSW.*

Policy 15 Appropriate conservation skills and experience should be used to document and supervise conservation works.

Policy 16 All conservation works should be undertaken in consultation with qualified and experienced conservation professionals acting within the guidelines of the CMP.

Policy 17 All conservation work undertaken at the Strickland House site should be carried out by experienced tradespeople and conservators under the supervision of the designated conservation architect and acting within the guidelines of the CMP.⁸⁹

Policy 18 A clear process for engaging suitably qualified consultants, building contractors, project managers and tradespeople that have experience with working on historic sites and buildings should be established.

The Strickland House site is a place of State heritage significance, which requires best-practice heritage management. There is a diverse range of elements at the site that require specialist skills such as conservation architects, structural engineers, building code compliance advisers, archaeologists and materials conservation specialists. The coordination and briefing of these specialists is a task that should also be performed by suitably qualified people such as architects with experience in heritage conservation acting on behalf of the Authority or future owners. Subsequently, once decisions are made requiring intervention in the building fabric, only the finest craftsmen and conservators should be employed to carry them out. Under no circumstances should decisions relating to conservation be left to a tradesperson acting alone.

⁸⁸ Burra Charter, Article 4, Policy 4.1

⁸⁹ Burra Charter Articles 4, 6

9.3.9 Additional Assessment Work

Policy 19 The following should occur prior to undertaking any maintenance, conservation or new works on any significant elements, spaces or fabric:

- augment the assessment of heritage significance by undertaking more detailed investigation, recording and assessment of the documentary and physical evidence associated with the component, element, space or fabric;*
- determine the appropriate conservation approach; and*
- set out a comprehensive schedule of conservation actions, based on the accepted conservation approach.*

Significant elements, spaces and fabric are identified in this CMP. The purpose of the additional investigation and assessment is to assist in the determination of the impact of future works on significant elements, spaces or fabric. It is also to assess the suitability of specific adaptive re-use works required for the accommodation of a new use or the upgrading of facilities for an existing function and would include an assessment of the impact of:

- detailed alterations in relation to significant elements, spaces and/or fabric; and
- removal of unsympathetic additions that may or may not reveal or deface significant elements, spaces and/or fabric.

9.3.10 Recording Change

Policy 20 All works, including changes to building fabric and landscape features, particularly unavoidable changes to significant elements, spaces or fabric should be recorded consistent with the following Heritage Branch, NSW Department of Planning guidelines:

- Photographic Recording of Heritage Items Using Digital Film Capture;*
- How to Prepare Archival Recordings of Heritage Items; and*
- Maintenance Series 1.2: Documenting Maintenance and Repair.*

Policy 21 A copy of the recording should be lodged with the Authority, the Woollahra Municipal Council library and with the Heritage Council of NSW.

Fabric or elements can reveal an important story and therefore any changes to the Strickland House site should be carefully recorded. All changes to the site including change of use and occupation patterns and changes to fabric (building and landscape) should be recorded. If the fabric can tell an important story, this fabric should be carefully recorded to ensure that the story is not lost or diluted.

The record of these changes should become part of the permanent archive kept on site. Copies of the recording should also be distributed to appropriate repositories to ensure that they are readily accessible and to guard against loss.

9.3.11 Assessing Heritage Impacts

Policy 1.1 Proposals for change at the Strickland House site should be subject to an assessment of the potential impacts (both adverse and positive) on the heritage significance of the place. The heritage impact assessments/statements should be undertaken in accordance with Heritage Council of NSW guidelines and use appropriate heritage management expertise. They should also include appropriate consultation with North Sydney Council and the Heritage Council.

Any proposals for the Strickland House site should be assessed to ensure that they are consistent with the management recommendations contained within this CMP. The assessment should include an assessment of the potential impacts on the heritage significance of the place.

9.3.12 Statutory Compliance

- Policy 22 Development consent for all works at the Strickland House site should be sought in accordance with relevant statutory planning instruments.*
- Policy 23 Negotiations should occur with the Heritage Council of NSW to establish site-specific exemptions from the need to gain approval for certain works under the Heritage Act.*
- Policy 24 Negotiations should occur with Woollahra Municipal Council to confirm the type and extent of works that may be exempt under WLEP 27.*
- Policy 25 A fire engineering approach should be taken in the development of a fire safety strategy.⁹⁰ Upgrading for fire safety should be done in a manner that recognises the cultural significance of the buildings.*
- Policy 26 Upgrading of buildings to comply with the requirements of the Building Code of Australia and the Disability Discrimination Act should be undertaken in a way which does not damage the cultural significance of the group of buildings and their setting.⁹¹*

The Strickland House site is a place of State and local heritage significance and is therefore subject to the heritage provisions within the *Heritage Act 1977 (NSW)* and *Woollahra Local Environmental Plan No.27 (WLEP 27)*. Approval under the provisions of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005* (the Harbour REP) will also be required. A number of standard exemptions from the need to gain approval for certain works under the Heritage Act apply. A number of additional site-specific exemptions may also apply subject to approval from the Heritage Council of NSW.

Compliance with the requirements of the BCA in terms of fire safety will need to be explored. The Heritage Council's Fire Services and Access Advisory Panel can provide valuable guidance on means of compliance with the BCA while preserving the historic fabric of the group of buildings.

9.4 Heritage Conservation

9.4.1 General

- Policy 27 Heritage conservation at the Strickland House site should:*
- adopt a holistic approach and extend to all significant aspects of the Strickland House site (as defined in Section 4 of this CMP), including cultural landscape features, buildings and structures, collections, records, traditions, practices, memories, meanings and associations;*
 - aim to retain significant components, spaces, elements and fabric of the place consistent with their assessed level of significance and in accordance with specific actions identified within this CMP;*
 - make use of all available expertise and knowledge and will adopt an evidence-based approach to materials conservation; and*
 - ensure that the authenticity of original elements and fabric is maintained.*

⁹⁰ Building Code of Australia, objectives

⁹¹ Burra Charter, Article 15, Policy 15.1

Policy 28 The significant fabric and elements of the original Carrara Estate and its landscape setting should be conserved.⁹² This includes, but is not limited to, the following built and landscape elements:

- Strickland House and Service Wings;*
- Stables and Coach House;*
- Carriage drive and driveway;*
- lawns of former tennis and croquet courts;*
- sandstone walls and terraces;*
- landform generally; and*
- historic plantings.*

Policy 29 Individual elements and fabric of identified significance levels should be treated with the corresponding conservation policies outlined in the table below.

Policy 30 Conserve, reconstruct and reuse elements that provide useful functions, evidence of the historical layering and do not adversely affect significant fabric.

The policies contained within this CMP aim to ensure that all works, including conservation works, are undertaken with reference to the cultural significance of the place. An understanding of the historical development and the context should be a prerequisite for all those carrying out works to the Strickland House site. Appropriate conservation works should maintain and reinforce the cultural significance of the buildings and their landscape setting.

The Assessment of Heritage Significance in Section 7 of this CMP sets out why the Strickland House site is of heritage significance. It is the aim of this CMP to guide retention and conservation of its key components and significant spaces, elements and fabric while allowing for its adaptive re-use. The elements, spaces, components and fabric of the place should be managed according to the contribution that they make to the heritage significance of the place—see guidance below and Figure 51, Figure 52, Figure 53, Figure 54, Figure 55 and Figure 56 for the diagrammatic plans showing the levels of significance. Refer also to specific landscape policies for treatment of individual elements within the landscape setting of the Strickland House site.

	Significance	General Management Recommendations
A	Exceptional	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with The Burra Charter principles and with the specific guidance provided in this CMP. Detailed conservation policies are to be prepared for these elements.
B	High	Retain, conserve (restore/reconstruct) and maintain. Intrusive elements and fabric should be removed. Adaptation is appropriate provided that it is in accordance with The Burra Charter principles and with the specific guidance provided in this CMP. Detailed conservation policies are to be prepared for these elements. There is generally more scope for change than for components of exceptional significance.

⁹² Burra Charter, Article 1, Definitions, 1.4 and Article 2.

C	Moderate	Retain, adapt and maintain. Demolition/removal is acceptable provided that there is no adverse impact on the heritage significance of the place. Retention in some cases may depend on factors other than assessed heritage values, including physical condition and functionality.
D	Low	Retain, alter or demolish/remove as required provided that there are no adverse impacts on the heritage significance of the place or on elements and fabric of higher significance. Sensitive alteration or demolition/removal may assist with enhancing the heritage significance of components of greater heritage significance.
E	Neutral	Retain, recycle, remove or modify as required in any adaptive reuse proposal for the site.
F	Intrusive	Demolish/remove when the opportunity arises while ensuring that there are no adverse impacts on the heritage significance of other more significance components. Components that are actively contributing to the physical deterioration of components, spaces, elements and fabric of higher significance should be removed as a priority.

9.4.2 Buildings and Structures

Original Building Phase of the Carrara Estate

The remnants of the original c1850s Carrara Estate building phase are Strickland House (Carrara) and its associated Service Wings, which are of exceptional significance, and the Stables building, which is of high significance. These buildings require conservation including maintenance, repairs, removal of unsympathetic additions and adaptive reuse. A proposal for reuse will require the upgrade of existing spaces and reuse of existing facilities and joinery. The current layout and presentation should be retained and enhanced, including associated landscape elements.

Strickland House and Service Wings

Policy 31 Conserve the original building phase of the Carrara Estate including the retention, restoration and reconstruction of the following elements by:

- conserving brick chimneys and chimney pots to Strickland House and Service Wings;
- reinstating slate roofing to Service Wings—Welsh slate is recommended;
- installing new copper gutters and downpipes to early configuration;
- carefully removing verandah paving and restoring the original stone verandah floors;
- restoring the rear verandah to Strickland House and verandahs to the Service Wings with sheet iron roofs and timber frame;
- re-flagging the rear courtyard and verandahs in sandstone;
- introducing effective and discreet underfloor ventilation and drainage as required;
- providing new perimeter stormwater drainage lines and agricultural lines;
- making good painted surfaces to enable good quality repainting;
- repairing all cracked plaster;
- reconstructing stone treads to steps; and
- removing carpet and restoring original flag stones in G.02, G.12 & G.13.

Policy 32 Conserve and allow minimal adaptation to the interiors for reuse by:

- retaining original cedar joinery and reinstating missing joinery to match existing;*
- repairing all wall and ceiling surfaces to enable repainting and replacing water damaged ceilings with new plasterboard ceilings;*
- removing introduced mullions and restoring all French doors and panelled reveals/shutters and reinstating glazing without mullions;*
- insulating all ceiling planes;*
- removing existing plumbing fixtures from bathrooms, WCs and kitchen and installing new sanitation facilities and kitchen;*
- conserving boarded timber ceilings; and*
- removing cement sheet and battened ceilings and installing new plasterboard ceilings.*

Policy 33 New development or construction of new additions to existing building envelopes is not recommended in general.

Policy 34 The installation of new services is permissible where new service routes/locations involve minimal change to existing locations and minimal damage to significant fabric.

Policy 35 Remove intrusive elements to regain significant forms or fabric including:

- verandah infill in service courtyard and intrusive additions to Service Wings, making good original walls;*
- access ramp in service courtyard;*
- concrete paving to verandah and repair/restore original finish;*
- redundant services and fittings;*
- ceramic tiles to stairs and floor finishes in courtyard generally; and*
- ripple glazing to front door side light and fan light and replace with clear glazing.*

Policy 36 Repair elements in need of urgent attention. It is better to retain and patch/repair existing fabric, if it can still function in situ, rather than replicate original material. Areas where this should be considered are, in particular:

- decaying and damaged external joinery;*
- repair all termite damage to timber structure and all joinery. Areas concealed from view should be opened up for comprehensive inspection and treated as required;*
- repair all cracks and damaged stonework. A structural engineer is required to assess the implications of significant cracks and to recommend remedial actions;*
- repair, or replace as required to match, all damaged slates & fixings;*
- provide downpipes to each side of segmented verandah and connect to stormwater;*
- repair broken glazing and rotted timber frames to windows of stair landing to Strickland House and repair damaged plaster to walls;*
- replace extensively damaged external joinery to attic storey of Strickland House;*
- remove wildlife occupying roof spaces and seal access holes; and*
- install new damp proof course in Service Wings as required.*

The Stables

The Stables provide evidence of the nature of buildings constructed to support the day to day workings of a substantial family residence and are of high significance. The Stables have not been maintained in a similar manner to the house and are in much poorer condition. Evidence exists of 'hold over' repairs, however the buildings require conservation, including general maintenance, repairs, removal of unsympathetic additions and adaptive reuse.

Policy 37 Conserve the original building phase of the Stables including the retention, restoration and reconstruction of the following elements:

- *reconstruct stone chimneys;*
- *install new copper gutters and downpipes to early configuration;*
- *provide new stormwater lines around the base of building;*
- *reconstruct stable doors to traditional detail; and*
- *provide new multi-paned double hung windows to match early existing where these have been replaced.*

Policy 38 Conserve and allow minimal adaptation to the interiors for reuse including:

- *remove introduced partition walls and reinstate original spatial configurations;*
- *repair all wall and ceiling surfaces to enable repainting. Replace water damaged ceilings with new plasterboard ceilings;*
- *restore all timber framed multi-paned windows; and*
- *remove false floor in ground floor wing and restore stone flagging.*

Policy 39 Remove intrusive elements to regain significant fabric or architectural form including:

- *Laundry Block;*
- *external steel fire stair;*
- *cement repairs to stonework;*
- *redundant services and fittings, including metal flue; and*
- *covered porch on northeast elevation.*

Policy 40 Repair elements in urgent need of attention, in particular:

- *repair all termite damage to timber structure and all joinery. Areas concealed from view should be opened up for comprehensive inspection and be treated as required;*
- *repair damaged stonework on north east façade. A structural engineer's report is required to assess the implications of significant movement and to recommend remedial action for stabilising the east corner;*
- *repair stonework where cement patches are to be removed; and*
- *replace lead ridges, steel gutters and downpipes, eaves and barges.*

9.4.3 Landscape and Garden

The wider setting of Strickland House contributes to its cultural significance. There is an opportunity to interpret the landscape at the Strickland House site while providing an open space resource within any new development. There are few landscapes of this scale in Sydney that have fabric surviving

from the mid 19th century. Strickland House's landscape has potential to provide significant insight into mid 19th century gardening through uncovering and conservation of early elements.

- Policy 41 Provision for the maintenance of the remnant landscape and gardens of the Strickland House site should be made in any new development and any commercially profitable venture proposed for Strickland House.*
- Policy 42 Conservation actions should be regarded as a major new contribution to the management of the landscape and garden.*
- Policy 43 A specialist gardener with experience in the maintenance of historic gardens should be engaged on a permanent basis.*
- Policy 44 Conservation and development in the landscape and garden should be based on documentary and archaeological evidence.*
- Policy 45 An ongoing documentation system for recording any changes to plantings and layout should be maintained as part of the future conservation and management of the landscape and garden.*
- Policy 46 Conservation actions should respect the layout, planting and development of the landscape and garden as summarised in the Statement of Significance.*

9.4.4 Cultural Landscape Areas

- Policy 47 Conserve the scale of the cultural landscape representing both the residential and institutional periods of the development of the place and integrate the wider landscape setting with Sydney Harbour National Park.*
- Policy 48 Any proposed future development should respect the landscape setting and limit the visual and physical impact on that setting, particularly in respect to visible areas when viewed from without the property.*
- Policy 49 Rehabilitate garden beds and reconstruct with plants sympathetic to the nineteenth century residential period and the twentieth century institutional period.*
- Policy 50 Investigate the nature of the landform in the location of the former quarry.*
- Policy 51 Initiate a staged strategy for weed removal and bush regeneration in selected areas.*
- Policy 52 Replace senescent plants with the same species unless identified as a weed.*
- Policy 53 Reconstruct pathway from house to Milk Beach and connect former landing place within Hermitage Foreshore Reserve provided adequate drainage is implemented.*
- Policy 54 The former sandstone jetty and landing place should be interpreted as an integral element of the cultural landscape when viewing the property from the harbour.*

Direct water access to the site cannot be fully supported due to anticipated adverse impacts on recreational uses and historical archaeology (refer to Section 8.6), however the sandstone jetty should be interpreted as an important cultural aspect of the site. Further investigation would be required to ascertain how this may be achieved while minimising adverse environmental impacts.

9.4.5 Views and Vistas

- Policy 55 Conserve significant views and vistas of the Strickland House site.*
- Policy 56 Maintain a landscape setting for Strickland House that reinforces traditional views to and from the Sydney Harbour and re-establishes a backdrop of mature trees for the House.*
- Policy 57 Conserve significant vistas to and from the house and Sydney Harbour, including previously important views which are now blocked, through selective pruning or tree removal and with judicious placement of new trees.*

The significant views and vistas are identified in Figure 40 and Figure 41. The policies contained within this CMP aim to ensure that significant views into the site, within the site and views out from the site are conserved. The visual prominence of key landscape elements and Strickland House in particular is to be retained when viewed from the harbour, harbour foreshore areas and from within the site.

9.4.6 Aboriginal Heritage

- Policy 58 An understanding of the Aboriginal occupation of the Strickland House site should be incorporated into site interpretation consistent with the interpretation policy recommendations contained in Section 9.4.9 of this CMP.*
- Policy 59 Proposed works in the vicinity of identified Aboriginal sites or along the foreshores in general should be carried out only after consultation has been undertaken with OEH and the La Perouse Local Aboriginal Land Council.*
- Policy 60 If archaeological remains associated with Aboriginal occupation of the site are discovered then excavation or disturbance of the area is to cease immediately and OEH is to be informed in accordance with Section 91 of the National Parks and Wildlife Act 1974.*

The Aboriginal heritage assessment found that the Strickland House site features a number of known Aboriginal sites within its immediate vicinity. The Strickland House site is also subject to the provisions of the *National Parks and Wildlife Act 1975* (NSW). The Director-General of the NSW Department of the Environment, Climate Change and Water (DECCW) is responsible for the protection and care of Aboriginal places and objects throughout NSW.

9.4.7 Historical Archaeology

- Policy 61 An excavation permit must be obtained from the Heritage Council of NSW, in accordance with the relics provisions of the Heritage Act, prior to the commencement of works in any area(s) identified as having archaeological potential.*
- Policy 62 For any further works, adequate time, financial and staff resources should be set aside for:*
- any necessary assessment and investigation required in accordance with an Excavation Permit issued by the Heritage Council under the Heritage Act.*
 - in the event that relics are uncovered during site excavation, the implementation of an archaeological program to the satisfaction of the Heritage Council. If relics of state significance are identified they should be conserved and interpreted; and*
 - post-excavation analysis of the artefacts and archaeological remains recovered from the site. This includes a detailed computer catalogue of all artefacts. Significant artefacts will require materials conservation.*

*Policy 63 Prior to refurbishment of any buildings an archaeologist should assess the likelihood that archaeological remains will be disturbed by proposed works to floor, wall and ceiling cavities. Sufficient time must be provided in works schedules for an archaeologist to make recommendations for recording or mitigation of impacts as required. Where appropriate, archaeological testing should be carried out before impacts are finalised in order to determine the nature of the remains.*⁹³

Conservation, refurbishment or upgrading works associated with any compatible future use proposal may result in the potential disturbance of, or uncovering of, the evidence of activities associated with earlier uses. In order that the history and significance of the building and its site may be fully understood and appreciated, the evidence shall be professionally recorded and assessed. The planning of works affecting the buildings and grounds must consider the effect on the identified archaeological resource. Impacts should be minimised wherever possible.

Priority will be given to retaining the archaeological resource, if assessed to be of state significance, undisturbed. To this end recommendations to mitigate against disturbance will be put forward once details of specific works impacts are known. The discovery of archaeological remains may require localised stop work while an application for an excavation permit is submitted to the Heritage Council of NSW, and the remains are recorded.

Contractors on site are required under heritage legislation to report archaeological remains and should be encouraged to do this. Allowance for time variations should be allowed.

9.4.8 Moveable Heritage

Policy 64 A comprehensive survey of the Strickland House site should be undertaken to determine if any movable items of potential heritage significance have been retained. Any identified items of potential moveable heritage significance should be retained in a weathertight and secure location and subject to a heritage significance assessment.

The Strickland House site appears to retain few, if any, items of potential movable heritage significance. Nevertheless, there may be some items remaining that could assist with interpretation of the site's history and heritage.

9.4.9 Interpretation of the History and Heritage of the Site

Policy 65 Prepare an Interpretation Plan for the Strickland House site that examines the need for accommodating visitors to the site whilst protecting the significant cultural fabric of the place.

*Policy 66 The interpretation of the whole of the Strickland House site, including the landscaped setting and archaeological evidence (potential structures and artefacts found on the site), should be seen as an important element of the conservation of the place.*⁹⁴

Policy 67 The future management team for the site should be fully aware and fully understand the cultural significance of the site.

Policy 68 Any reconstruction of parts of the site should be on the basis of their ability to interpret key aspects of the cultural significance of the place.

Policy 69 Publication of the site's history by an established historian/author would contribute to public appreciation of the history and heritage of the Strickland House site.

⁹³ Burra Charter Articles 2, 3, 4, 10 & 28

⁹⁴ Burra Charter, Article 25

There should be an ongoing commitment to make financial resources available for site interpretation. The following possibilities should be addressed in the interpretation of the site:

- regular open days and publicity;
- presentation of a site map with a basic site history and key indicators of significant items and elements within the site;
- a modest interpretative display at a key location within the buildings; and
- publication of an interpretive document (to accompany any published history).

The maximum frequency of open days is to be determined by an assessment of the anticipated nature and extent of the adverse impact on the fabric arising out of public visitation. The frequency shall be determined and subsequently monitored (and revised if necessary to minimise adverse impact). The Interpretation Plan should guide visitor frequency. The nature and extent of delicate fabric shall be determined by the preparation of a Conservation Actions Schedule (refer Policy 19).

Policy 70 The important phases of the historical development of the place should be acknowledged in the future interpretation of the site, including:

- the Carrara Estate residential phase (c1856—1914);
- the Tudor House phase (1899-1902);
- the NSW Department of Health hospital phase (1915-1990); and
- the conservation works undertaken since 1990.

The distinct phases of the development of the Strickland House site should be acknowledged and interpreted in any future proposals. The historical development of the place is demonstrated through the physical development of the buildings and landscape setting.

Policy 71 A separate Interpretation Plan should be prepared for elements of exceptional and high significance to assist with the interpretation of their history and heritage.

The Interpretation Plan should be prepared to enable the significance of each item to be understood by future generations. In any proposed future use adequate financial resources should be made available for the preparation of an Interpretation Plan, in order that the representation of the buildings to the buildings' users and occupants, the general public and the visitor is carefully planned to accurately and simply reflect the social, historic and technological importance of the place.

9.5 Cleaning, Maintenance and Repair

9.5.1 Buildings and Structures

Policy 72 Cleaning, maintenance and repair at the Strickland House site should be undertaken on an ongoing basis. At a minimum the works should meet the minimum standards required under the Heritage Act 1977 and:

- aim to protect fabric from further deterioration and retain as much as possible the integrity of significant fabric and construction methods;
- be consistent with the Burra Charter principles and aim to do 'as much as necessary but as little as possible'—this would include retaining significant fabric where possible rather than replacing elements in full; and
- be undertaken by staff or contractors experienced in working with historic fabric and using appropriate techniques.

- Policy 73 Adequate funding and other necessary resources for ongoing cleaning, maintenance and repair should be provided by the Authority.*
- Policy 74 A cyclical maintenance program should be prepared and implemented to provide the basis for the ongoing care of the Strickland House site and to retain and enhance its heritage significance. The program should be consistent with the guidelines prepared by the Heritage Council of NSW.⁹⁵*
- Policy 75 Repair work should be undertaken regularly to maintain the condition of significant fabric between maintenance cycles. Minor repairs should be undertaken promptly to avoid damage to other fabric.*
- Policy 76 Repairs involving new work should take care to retain (through restoration and/or reconstruction) original/early detailing and features of particular interest.*
- Policy 77 Missing or damaged sandstone, rendered masonry and brickwork should be repaired or reconstructed to match the original and a suitable mortar and/or render type used. All visible new surfaces must visually match the existing/original in colour and texture.*
- Policy 78 Repairs of significant roofing materials should involve removal of as little fabric as necessary. Damaged roof slates or corrugated metal sheeting should be repaired where possible by replacing missing or damaged elements individually. The colour, texture and form of significant roofs must be replicated if major replacement is required.*
- Policy 79 Repairs to metal flashings and guttering/downpipes may involve replacement of large amounts of original fabric. The original material, colour and profile of guttering and downpipes should be replicated where known.*
- Policy 80 All maintenance and repair should be recorded consistent with the policies contained in this CMP.*

A program of ongoing cleaning, maintenance and repair at the Strickland House is required to offset deterioration of its significant fabric. As a place of State heritage significance, the Strickland House site is also subject to requirements under the *Heritage Act 1977* (NSW) to meet specified minimum standards of maintenance and repair. The NSW Heritage Office publication *Minimum Standards of Maintenance and Repair* provides guidelines for this work.

9.5.2 Cultural Landscape Features

- Policy 81 Cleaning, maintenance and repair of the cultural landscape and its significant features should aim to retain the landscape character of the place developed during the nineteenth century while still retaining evidence of twentieth century changes.*

A landscape maintenance plan should be prepared for the entire Strickland House site. The maintenance plan should include regular inspections of the grounds and the removal of weed growth and structurally unstable shrubs and trees.

⁹⁵ Burra Charter, Article 16

9.6 Site Redevelopment

As discussed in Section 8 of this CMP, the Authority wishes to identify new development opportunities for the site to address the substantial maintenance requirements of the site's heritage assets. Accepting that the Strickland House site is capable of some redevelopment, the following policies provide guidance for future development to ensure that its heritage significance is maintained. The following policies should be considered when changes are proposed for the Strickland House site, its buildings and landscape, including the construction of new buildings.

9.6.1 Masterplanning

Policy 82 Masterplanning should be undertaken for the whole of the Strickland House site to guide future development in the short to longer term. Masterplanning should:

- include the restoration of the House, Service Wings and Stables building as a priority;*
- retain the significant built form and landscape elements of the site;*
- guide the removal of intrusive fabric and elements;*
- propose new development which is consistent with the redevelopment policies and conservation guidelines identified below; and*
- provide for the cyclical maintenance of the buildings and landscape, including key landscape vistas.*

Any new works proposed for the Strickland House site should be considered in the context of the whole site, having regard for the redevelopment policies and conservation guidelines identified below. The purpose of masterplanning is to provide consistent and integrated development which ensures the significance of the Strickland House site is not eroded by incremental or piecemeal change. Under the provisions of the *Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005*, it is a requirement that a masterplan be prepared for most forms of development on the site. The masterplan should be reviewed regularly or whenever significant change to the functional needs of the school occurs.

9.6.2 Future Uses

Policy 83 The preferred new uses for the significant buildings and site are uses that enhance the appreciation of the history and heritage significance of the place and ensure the conservation of important buildings and landscape elements. The spatial configuration of the significant buildings should also be considered.

The management of the site should include careful siting of any future development so that it will enhance appreciation of the cultural significance of the place.

Principles for adaptive reuse of the Strickland House site are discussed in Section 8.5 of this CMP. New future use(s) for the buildings would be considered acceptable/compatible provided that they adhere to these principles. A sensitive commercial use of the site may be appropriate in order to fund the conservation and ongoing maintenance of the significant buildings and grounds.

Policy 84 The preferred uses of site areas designated capable of redevelopment are uses that respect the significance and setting of the heritage items. These areas are located to the southeast of Strickland House, to the north and northeast of the Stables in areas of previous building development.

Detailed conservation guidelines provided in Section 9.6 provide a basis for the assessment of appropriate uses for those areas of the site capable of redevelopment. Any future redevelopment should achieve the financial return required to fund the conservation and ongoing maintenance of the significant buildings and the grounds.

Policy 85 Minor development associated with buildings of exceptional and high significance is possible where it regains the cultural significance of these elements or facilitates their adaptive reuse, in particular:

- Southeast of the Service Wings—to regain the courtyard spaces and view lines by rationalisation of intrusive additions. The addition of a minor building development that sympathetically relates to the Service Wings and the volume of the South Dormitory Block will facilitate creation of a courtyard that will emphasise the alignment of the original path from Carrara Road and the entrance to the original service court.*
- Northeast of the Stables—to enhance appreciation of the entrance to the Stables and its associated external space, which is partially enclosed by the north wing. A complementary development to the northeast may enhance the spatial qualities of this area and facilitate adaptive reuse of the Stables.*

Policy 86 Development associated with buildings of moderate significance is possible where it respects the cultural significance of these elements or facilitates adaptive reuse, in particular:

- Redevelopment of the Southern Dormitory Block, Nurses Home and Caretaker's Cottage—to renovate, extend and provide facilities related to its adaptive reuse.*

Policy 87 New development should not be located in the areas to the south and southwest of the Northern Dormitory and to the west and south of Strickland House.

Future development should be sited to enhance appreciation of the cultural significance of the place. The areas capable of development are those generally outside the identified curtilage for Strickland House and will not conflict with the site's established significant view lines if developed in accordance with the conservation guidelines.

9.6.3 Public Access

Policy 88 Ongoing public access to parts of the Strickland House site and controlled access to its significant buildings should be considered as part of any proposed new site/building use(s) to ensure that the history and heritage significance of the site and its key built and landscape elements can continue to be appreciated by the public.

Although new uses will be selected having regard to the need to allow public access to the site and its significant buildings, other considerations will also need to be addressed including the following:

- heritage conservation objectives and site security obligations under the *Heritage Act 1977* (NSW);
- statutory occupational health and safety obligations and other requirements established under the *Disability Discrimination Act 1992* and Building Code of Australia; and
- new uses selected for the various areas of the site and its buildings.

While future uses for the site and its buildings have not yet been determined, it is envisaged that unrestricted access to and from the Hermitage Foreshore Reserve (Sydney Harbour National Park) and the open space areas along the western boundary will remain, as will direct access to Vacluse Road and Carrara Road via established roadways, pathways and open space areas. Access to other areas of the site will largely depend on the opportunities and constraints associated with any new uses within these areas. Access to the existing buildings will need to continue to be controlled to minimise the potential for visitor-related damage and vandalism. Unrestricted access to Strickland House and the Stables, in particular, should not be permitted. Future new uses for these buildings and for the other buildings on the site should include consideration for increased controlled access. For example, if Strickland House were re-used as an art gallery then the public would have access during open hours. Even if it were used as a private residence, open days should be arranged on a regular basis.

9.6.4 Alterations and Additions

Policy 89 While recognising the need for change, the approach to the building fabric should be one of minimal intervention.⁹⁶

The fundamental principle of the Burra Charter is one that requires the least intervention in the fabric as possible while achieving the desired results. It is a minimalist approach which attempts to retain as much of the original building fabric as possible. The approach as applied to the Strickland House site would recognise the intrinsic value of the fabric and its ability to tell an important story. It is an approach that respects the existing fabric and intervenes, when necessary, in a sensitive way.

Policy 90 Retain, enhance and retrieve culturally significant fabric as opportunities arise.⁹⁷

This policy should be implemented when and as the opportunities arise and take into consideration the differing needs of the various future uses.

9.6.5 Services Infrastructure

Policy 91 Where possible, obsolete services should be carefully removed to avoid damage to significant building fabric and/or landscape areas and features.

Policy 92 Remnants of any existing services such as gas and water pipes should be recorded prior to removal consistent with the policies contained in Section 9.3.10 of this CMP.

Policy 93 New services should be kept to a minimum and be installed in a manner that avoids or minimises impacts on significant fabric. Where possible, new services should:

- enter buildings through existing sub-floor openings or penetrations or in the most discrete locations at the rear;*
- not extend up the external face of a building unless there is no viable alternative and where it can be located in a discrete location to the rear; and*
- be installed internally behind skirting boards or within existing conduits. New exposed conduits should not be introduced unless there is no alternative.*

Policy 94 Where possible, new services infrastructure should also:

- be located underground to avoid visual impacts on the cultural landscape;*
- make use of existing service trenches; and*
- avoid adversely impacting significant landscape features such as paths, stairs and retaining walls.*

Policy 95 Significant landscape features, such as paths, stairs and retaining walls adversely impacted by installation of new services should be repaired or reconstructed in their original locations and to their original detail.

Policy 96 Excavation/ground disturbance for new service trenches should also be undertaken consistent with the policies contained in Section 9.4.7 of this CMP.

⁹⁶ Burra Charter, Article 3

⁹⁷ Burra Charter, Article 2

The Strickland House site has ageing and outdated services infrastructure. There will be an ongoing need to introduce new services to meet the technological demands of contemporary society. The upgrading of existing and introduction of new services has potential to adversely impact significant fabric and/or landscape areas and features. Excavation for service trenches may also disturb the site's historical archaeological resources.

Policy 97 Air conditioning of areas of moderate to exceptional significance should utilise:

- ducted systems where concealed spaces are available;*
- fan coil or similar units where duct work or plant cannot be concealed and its installation would damage significant fabric; and*
- well designed modern units where plant cannot be concealed.*

It is recognised that services of a specific nature may be required for new use(s) of the buildings and that future upgrading of services will be needed. Integration of services has already occurred in some spaces and upgrade in the future will be required. Where integration has already occurred rationalisation of the services is required with minimal impact on the surrounding fabric.

9.7 Site Conservation Guidelines

9.7.1 Introduction

Significant elements within the site contribute to the place as a whole and also require a specific setting. The development of precincts in this document is a tool to assist in defining areas of specific characteristics within the site to develop appropriate conservation guidelines, and should not be viewed as an opportunity to subdivide the site. Some portions of the site are identified as being capable of redevelopment, but only on the basis that their scale and character does not compromise the special qualities of the whole site.

Provision of open space in accordance with the historical context will be important for the setting of the significant buildings on the site. In addition, the archaeological research potential of the site is an important feature and its assessment, investigation and control, particularly in areas of new development, will need consideration.

This section of the CMP is primarily concerned with architectural and landscape controls but the following conservation objectives will obviously have an influence on the development of planning controls:

1. Conservation and effective use of the significant buildings and landscapes, i.e. viable uses for the site in terms of ongoing funding for maintenance and occupation.
2. Maintenance of an adequate setting for the original building phase of the Carrara Estate, both at close quarters and from a distance as major landmarks.
3. Maintenance of the major views of the site and its significant buildings from both within and outside the site.
4. Maintenance of the major views from and within the site.
5. Maintenance of the significant vegetation and landscape elements on the site.

Refer Figure 59 for the location of the Primary Heritage Areas (Area 1), Secondary Heritage Areas (Area 2), Open Space Areas (Area 3) and Areas Capable of Development (Area 4).

9.7.2 Conservation Guidelines for Primary Heritage Areas

General Principles for Conservation Works

Objective

The primary objective of the guidelines for conservation works within the Primary Heritage Areas is to maintain the integrity of the heritage buildings and their setting and to enhance appreciation of the cultural significance of the site.

Conservation works and adaptation with appropriate sensitive minor development or extensions can be undertaken where it enhances public appreciation and it does not detract from or impact on that identified significance.

Conservation and Adaptation

- conservation, renovation or alteration of the existing buildings including adaptation to suit new appropriate uses;
- demolition of intrusive extensions to buildings or items which detract from the cultural significance;
- introduction of services to improve amenity and to comply with the Building Code of Australia;
- construction of new facilities or additions to existing buildings related to the use of significant buildings. Such additional accommodation must be subject to rigorous design controls;
- conservation and maintenance of the existing significant landscaped setting;
- supplementation of the existing planting to support the significant landscaped setting.

General Guidelines for Minor Development Adjacent to Significant Buildings or within Landscapes of Cultural Significance

Objective

The objective of the guidelines in these areas is to ensure that new development respects the significance and setting of the Strickland House site, including specific buildings, elements and items in the site. Minor development opportunities are very limited within the Primary Heritage Areas and should be undertaken as a measure that has a considered outcome of protecting and enhancing the appreciation of cultural significance on the site.

Minor development may be permitted in Primary Heritage Areas that relates to:

- conservation, restoration, alteration or renovation of the existing building/s including adaptation to suit new uses;
- demolition of buildings and demolition of extensions to buildings or items which are not considered of heritage significance; and
- construction of new facilities and extensions to existing buildings which are related to the use of the site and significant buildings or the re—presentation of the site.

Height

New buildings or extensions should be lower than the immediately adjacent significant buildings.

Bulk

Any extensions are to be subsidiary in bulk and scale to the significant buildings. New structures must not be of such a scale to dominate the significant structures or detract from their setting.

Views

Major identified views to, or from, the heritage buildings are to be respected and not obstructed when considering the proposals for minor development (refer Section 4.7).

Building Style

The style of new structures must complement the existing significant buildings. Design of structures may be in the language of the existing buildings but should not be attempts to produce replicas. The design of new structures should not conflict with the design of existing structures.

Materials and Colours

New materials and colours should respect the existing materials and colours of the heritage buildings.

Design Details

New work must in no way diminish the established heritage significance and new built form should be suitably modelled to provide visual interest and diversity. A combination of heritage and design skills will be essential to develop detailed criteria with which new construction is to accord, however the following preliminary principles should be used for guidance:

- no new buildings should be constructed immediately adjacent to Strickland House;
- no new buildings adjacent to the Service Wings can be higher than the level of the existing gutter line to ensure that the original outbuildings remain dominant in long distance views; and
- a protective view cone and protected landscape elements are designed to ensure that the vistas to and from the south and west elevations of Strickland House are retained (see Figure 41).

Site Treatment

There is to be no evident site excavation or change in levels of land in the Primary Heritage Areas. Landscaping is to be carried out in conformity with conservation policies for Landscape and Garden (Policies 4.1-4.17).

Access

Existing access points to the Primary Heritage Area from Vaucluse and Carrara Roads are to remain. New access points will not be permitted to the Primary Heritage Area.

Car Parking

Provision of car parking in Primary Heritage Areas is generally discouraged.

A minor area for car parking may be permitted in association with the use of the buildings within the Primary Heritage Areas, however it should be generally limited to accessible parking only. Parking should be provided in discrete areas where it is not visible from any of the major view points of the heritage buildings and their grounds. All parking areas are to be landscaped.

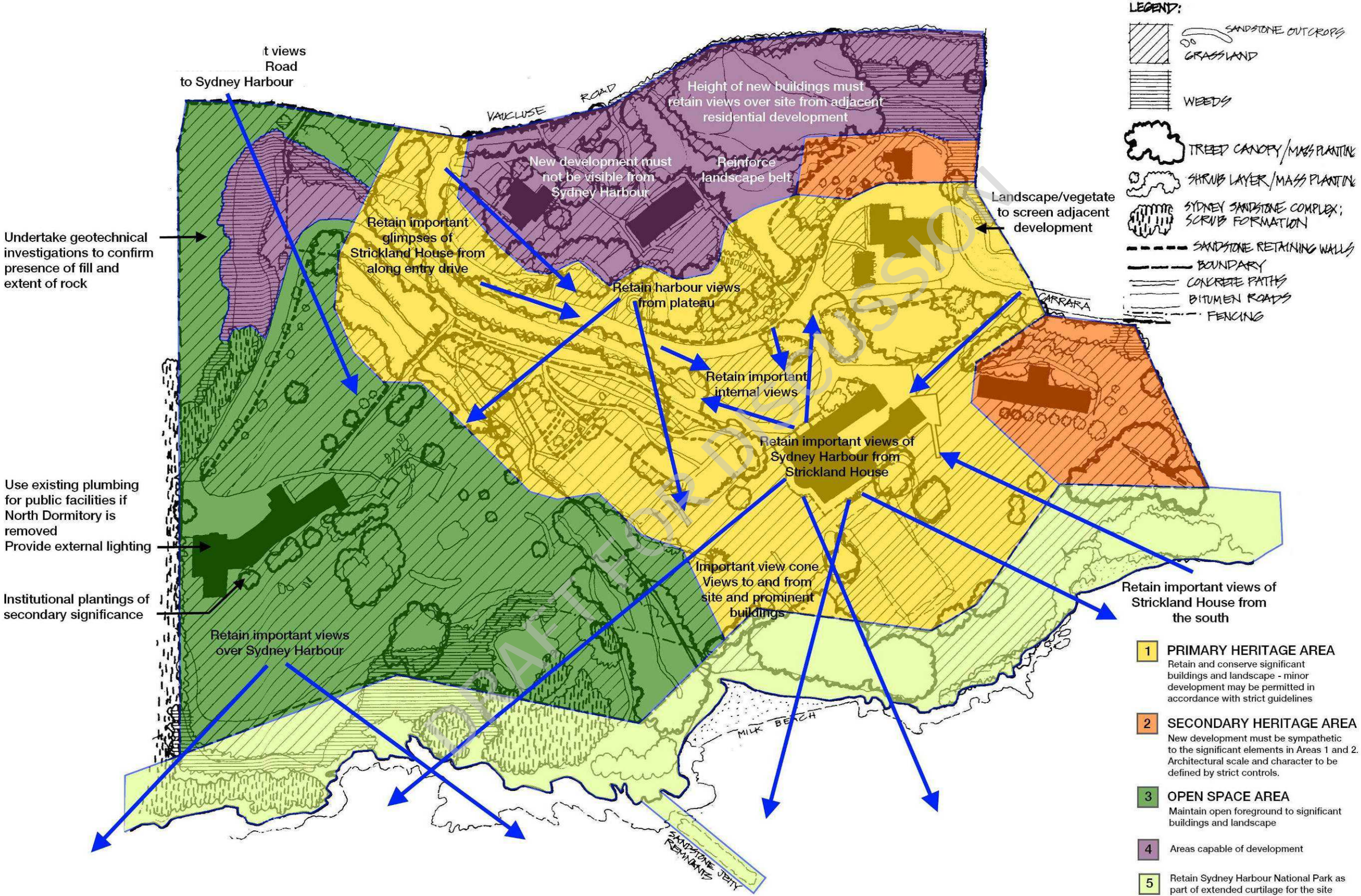


Figure 59 Site conservation guidelines, showing primary and secondary heritage areas, open spaces and appropriate areas for development, not to scale.
Source: Base plan prepared by CAB Consulting, August 2002 (amended by Tanner Architects in 2012 to remove demolished buildings and structures and adjust area boundaries).

DRAFT FOR DISCUSSION

9.7.3 Conservation Guidelines for Secondary Heritage Areas

General Principles for Conservation Works adjacent to Buildings and Landscapes of Cultural Significance

Objective

The primary objective of the guidelines for conservation works within the Secondary Heritage Areas is to maintain the integrity of the heritage buildings and their setting in the Primary Heritage Areas and to enhance appreciation of the cultural significance of the site.

Conservation works and adaptation with appropriate sensitive new development and extensions can be undertaken where it enhances public appreciation and it does not detract from or impact on that identified significance.

Conservation and Adaptation

- conservation, renovation or alteration of the existing buildings including adaptation to suit new appropriate uses;
- demolition of intrusive extensions to buildings or items that detract from the cultural significance;
- introduction of services to improve amenity and to comply with the Building Code of Australia;
- construction of new facilities and/or extensions to existing buildings that are related to the use of the main heritage buildings in the Primary Heritage Areas. Such additional accommodation must be subject to rigorous design controls;
- conservation and maintenance of the existing significant landscaped setting; and
- supplementation of the existing planting to support the significant landscaped setting.

General Guidelines for New Development in Secondary Heritage Areas

Objective

New development is allowable in Secondary Heritage areas where it will improve the amenity and the public presentation of the site and where it considers the cultural significance of the site. New development should be the subject of rigorous design, planning, conservation consultation and archaeological investigation.

The design of new buildings in areas designated capable of re-development should respect the adjacent significant buildings and site.

New buildings should be complementary in bulk and scale to the significant buildings on the site. New structures must not be of such a scale as to dominate the significant buildings or detract from their setting.

The style of new structures must complement the existing significant buildings. Design of structures may be in the language of the existing buildings but should not be attempts to produce replicas. Materials for new buildings should respect the materials of the existing significant buildings.

Views

Major and identified views to, and from, the significant buildings and site should be considered in the preparation of development proposals.

Design Details

New work must in no way diminish the established heritage significance and new built form should be suitably modelled to provide visual interest and diversity. A combination of heritage and design skills

will be essential to develop detailed criteria with which new construction is to accord, however the following preliminary principles should be used for guidance:

- No new buildings adjacent to the Stables can be higher than the existing ridgeline of this building to ensure that the Stables remains dominant when viewed from within the site, for example from the carriage drive.
- A roofspace extension may be feasible within the existing Southern Dormitory, however the height of any new development must be carefully monitored to ensure that views to Strickland House remain dominant when viewed from the harbour near Woollahra Point. Appropriate height limits and design controls should be carefully devised to avoid impacts on the wider setting of Strickland House.

Setbacks

Setbacks from the Primary Heritage Areas should consider the location of the existing significant buildings, the topography and a Landscape Plan for the site.

Landscape/Site Treatment

Landscaping is to be carried out in conformity with the proposals in the Landscape and Garden Policies.

In the vicinity of the Southern Dormitory, site excavation for development may be permitted in limited areas to achieve less obtrusive buildings and to allow buildings to appear to follow site contours.

Access and Car Parking

Access for vehicles to the Secondary Heritage Areas may be provided by way of the existing access points. Vehicular access from Carrara Road should be restricted due to the nature of this street. Consequently, only limited parking is appropriate to minimise vehicular traffic along the carriage drive. Parking should not be concentrated in large areas of surface car parking. All parking areas are to be landscaped.

9.7.4 Conservation Guidelines for Open Space Areas

Objectives

To maintain views into and out of the site and the buildings and provide a passive open space area.

Minor development may be permitted in this area which is for recreation or open space purposes and landscaping. Only minor structures associated with these uses would be permitted.

Integration of the open landscape area with the Sydney Harbour National Park should be pursued, with a preference for the entire site to be afforded similar protection to a National Park. If a satisfactory management regime cannot be implemented under the National Parks and Wildlife Act, then maintenance of this area will be the responsibility of the land owner.

Access

Access to the open space areas are generally pedestrian only; the major exception being a potential new access point from Vacluse Road adjacent to the access road to Nielsen Park to facilitate discrete on-site parking while minimising adverse impacts on the site. Potential exists for a shared access at this northern corner of the Strickland House site, however NPWS do not currently favour such additional access to the site from Vacluse Road with consideration for the fact that the existing road is an access road only, not for public use. Exploration of this location for alternate vehicular access may be a feasible consideration in the future depending on the management structure that is implemented on the site.

9.7.5 Guidelines for Areas Capable of Development

Objective

The objective of the guidelines in these areas is to ensure that new development respects the significance and setting of the heritage items in the Primary and Secondary Heritage Areas.

The design of new buildings in areas designated capable of redevelopment should respect the adjacent significant buildings and site elements.

New buildings should be complementary in bulk and scale to the significant buildings on the site. New structures must not be of such a scale as to dominate the significant buildings or detract from their setting or view lines.

The style of new structures must complement the existing significant buildings. Design of structures may be in the language of the existing buildings but should not be attempts to produce replicas. Materials for new buildings should respect the materials of the existing significant buildings.

Development permitted includes:

- demolition of buildings and demolition of extensions to buildings or items which are not considered to be of primary heritage significance;
- construction of new facilities and extensions to existing buildings which are related to the use of the main heritage buildings in the Primary and Secondary Heritage Areas;
- residential and associated development; and
- special uses, recreational and institutional uses.

Views

Major and significant views to, and from, the heritage buildings should be considered in the preparation of development proposals. Major views to Sydney Harbour should be conserved, in addition to existing views from neighbouring residential properties.

Setbacks

Set backs from Vacluse Road should generally match existing adjacent. Set backs from the Primary Heritage Areas should consider the location of the existing significant buildings, vegetation and the topography.

Landscaping/Site Treatment

Minor site excavation for development may be permitted to achieve less obtrusive buildings and to allow buildings to follow site contours. Parking associated with development may be located underground in the vicinity of the former quarry. Landscaping is to be carried out in conformity with the Landscape and Garden Policies.

Access

The nature of development in these areas will be influenced by the restricted vehicular access. Access for vehicles to the sites may be provided only from Vacluse Road. The existing entrance is narrow and restricted in width by the stone open drain and retaining wall. While new entrances direct from Vacluse Road may be feasible, additional traffic generation along Vacluse Road would be a major concern.

Car Parking

Car parking is to be provided in line with requirements for various uses. For aged or disabled persons parking is to be provided as required in State Environmental Planning Policy No. 5. Parking may be underground, at ground level or within buildings. Parking should not be concentrated in large areas of surface car parking. All parking areas are to be landscaped.

9.8 Development Control Guidelines

The Site Areas

The Strickland House site may be divided into five areas for the purposes of providing more detailed development control guidelines. A sixth area is comprised of the Hermitage Foreshore Reserve area of Sydney Harbour National Park immediately adjacent to the site. The areas have been determined on both the physical and heritage characteristics of the site, which are largely determined as shown in Figure 59. Figure 60 illustrates the five areas that have been determined within the site.

Area 1—Open Foreground and Northern Dormitory

This is a large, grassed informal area that is partially obscured from the Harbour by virtue of the Northern Dormitory. The Summer House directly adjacent to this area is also included and a watercourse extends from Area 2 into this area and into the Hermitage Foreshore Reserve (Sydney Harbour National Park). These elements contribute to the park-like setting of Area 1.

At the base of the upper slopes, the area is cleared and modified land on one primary level. The parkland edge to the Hermitage Foreshore Reserve (Sydney Harbour National Park) is dominated by weed species and adjacent to the Northern Dormitory exists institutional plantings of secondary significance (*Lagunaria patersonii*). The area has direct access to and from the Hermitage Foreshore Reserve (Sydney Harbour National Park), in the vicinity of Milk Beach and the wharf remains.

The area is characterised by occasional sandstone outcrops. There is a magnificent water outlook to the west and views of the site from the Harbour require that any proposal (built in connection with the Northern Dormitory or landscape) must enhance the site's presentation to the Harbour. The site adjoins the bushland of Nielsen Park to the northwest.

Area 2—Strickland House and Environs

This is an important area given its significant elements, including the carriage drive, Strickland House, its original outbuildings and associated landscape settings, including remnant path from Carrara Road and tennis court. The former plantation area between the Stables and Strickland House should be reinforced. The House has a number of significant interiors and its historic fabric requires some conservation and restoration.

The area also contains important view cones that provide the key outlook from Strickland House to the Harbour and a view of that building from Rose Bay and towards the city. In the vicinity of the Stables, the area is overlooked by unsympathetic development that should be screened.

In the wider setting to Strickland House, this area contains a terraced grassy slope, large in extent, set between the quarry and Sydney Harbour National Park. A distinctive system of paths, walls, bridges and ornamental plantings characterise this area, and the Summer House completes the park-like setting. In contrast to the informal grassland area, the former croquet lawn adjacent to the Summer House is a distinctive formal feature. The area should be carefully treated to conserve these features.

Area 3—Southern Dormitory

This area comprises the Secondary Heritage Area of the Southern Dormitory and open landscape that immediately precedes it. This building is of a utilitarian institutional character, and the surrounds are generally grass over modified ground. Also included is the remnant paving associated with the Occupational Therapy Block, which has some minimal impact the setting of Strickland House and rear service wings. Any proposed works in this area should seek to improve this setting.

Area 4—Quarry Site

The Quarry is an area of sandstone rockface heavily overgrown by weeds with an upper level of open lawn facing Vaucluse Road and the access road to Nielsen Park. The area is sufficiently distant from the key heritage elements of the site to have little direct impact on them or their setting, however the flat grassland area in the north corner affords important views over the site to the Harbour. Area 4 adjoins Vaucluse Road to the northeast and bushland of Nielsen Park to the northwest, with the access road to Greycliffe House/Nielsen Park located immediately adjacent.

Area 5—Vaucluse Road Suburban Edge

This area generally consists of a relatively elevated portion of the site that adjoins the northeast boundary with Vaucluse Road. Structures located within this area include the Caretaker's Cottage and the Nurses Home. Also included is the area to the northeast of the Stables, which is situated at the base of steeply sloping ground where the former office is located.

The area has some natural vegetation that follows the line of the pathway from the lower ground up to Vaucluse Road, yet generally lacks distinctive individual features. However, it forms an important backdrop to Strickland House and accordingly requires careful treatment. In addition, important views to the Harbour are available from the sandstone cliff that forms the southwest boundary of Area 5.

Sydney Harbour National Park

The Hermitage Foreshore Reserve provides important pedestrian links to Hermit Bay and Nielsen Park along the foreshore boundary to the Strickland House site.

9.8.1 Conservation Guidelines

Area 1—Open Foreground and Northern Dormitory

General Considerations

Minor development (built and landscape) relating to passive recreational use of the area should only be permitted to the south and west of the Northern Dormitory.

It is preferable that the Northern Dormitory be removed and the landscape restored to enhance the site's presentation when viewed from the Harbour and to encourage visual integration with the adjoining areas of Sydney Harbour National Park. This approach, however, may not be desirable, given its robust construction and potential for adaptive re-use.

Should the Northern Dormitory be demolished, then it should not be replaced, nor any large new developments be constructed further up the slope to the east. If the Northern Dormitory building is retained then opportunities should be explored to modify the existing structure to reduce its current adverse visual impact when viewed from the Harbour and from within the site.

The area to the east of the Northern Dormitory does not form part of the immediate heritage curtilage of Strickland House and is not currently visible in views from the Harbour, from Vaucluse Road or the entry drive. This area therefore has some potential for new development, provided that the Northern Dormitory remains and provided that it does not adversely impact significant views to the Harbour from Vaucluse Road or from within the site.

Area 1 does not have direct access to either Vaucluse Road or Carrara Road. Vehicles currently access the area via the existing roadway connection to the carriage drive and entry drive and gates on Vaucluse Road. Opportunities for alternative vehicular access to the areas is unlikely to be possible.

Planning Considerations

<i>Access:</i>	<p>Generally pedestrian:</p> <ul style="list-style-type: none"> – from the Hermitage Foreshore Reserve (Sydney Harbour National Park), near Milk Beach; and – from within the site (adjoins Areas 2 and 4). <p>Potential vehicle access via existing roadway to Northern Dormitory, however traffic along carriage drive should be avoided as much as possible.</p> <p>Parking in Area 1 should only be permitted if the North Dormitory remains and should be located to the east of the building to hide it from views from the Harbour. Opportunities to make use of potential parking within the adjacent quarry site (Area 4) should also be explored.</p>
<i>Potential Use:</i>	<p>Passive recreation generally.</p> <p>The following uses may be appropriate in association with the adaptive re-use of the Northern Dormitory:</p> <ul style="list-style-type: none"> – accommodation—hostel or hotel style; – aged persons care; – education; – seminars/conferences; – offices; and – health care—hospice or clinic.

Architectural Considerations

	<p>Minor structures for passive recreation permitted to the south and west. Finishes should be compatible with the open landscape setting and adjacent areas of Sydney Harbour National Park.</p> <p>The existing footprint of the Northern Dormitory should not be substantially increased to the south and west. Verandah extensions on the south or west elevations of the Northern Dormitory may be appropriate.</p> <p>New structures to the east of the Northern Dormitory, should it be retained, should be of a smaller scale and of a character that would not detract from important views to the areas from within the site.</p>
<i>Building height:</i>	<p>The existing height of the Northern Dormitory should not be increased.</p> <p>New structures to the east of the Northern Dormitory, should it be retained, should not exceed the existing height of the Northern Dormitory.</p>

Landscape Considerations

	<p>Maintain and enhance existing grass plateau with individual trees.</p> <p>Retain and enhance rock outcrop formations and associated plantings.</p> <p>Remove existing weed species and uncharacteristic plants and supplement using schemes suited to the setting.</p> <p>Regenerate existing bushland and parkland where possible and enhance visual integration with adjoining areas of Sydney Harbour National Park.</p>
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Area 2—Strickland House and Environs

General Considerations

The dominant consideration for this area is the conservation and presentation of Strickland House, its outbuildings and its setting.

Planning Considerations

<i>Access:</i>	From entry drive to Vacluse Road, with secondary access from Carrara Road.
<i>Potential Use:</i>	<ul style="list-style-type: none"> – Passive Recreation – hospitality/training facility – Conventions, Function Rooms and associated uses – Education – Art Gallery/Concerts and Recitals – Administration/Offices (including for professional practice) – Community centre

Architectural Considerations

	<p>The adaptive reuse of Strickland House and the Stables will extend the life of these important buildings. The value of those spaces of exceptional and high significance should not be compromised.</p> <p>The Burra Charter is the guiding document for any works proposed within this area. The Heritage Branch guidelines: <i>Design in Context: Guidelines for the infill development in the Historic Environment</i> should also be consulted.</p>
<i>Built form and materials:</i>	<p>Any development must be minor and not detract the view cones and the provision of landscaped foreground to Strickland House.</p> <p>Materials should be sympathetic with traditional materials used on the Estate.</p> <p>Any additions adjacent to Strickland House and the Stables must be consistent with the architectural guidelines for Primary Heritage Areas (refer Section 9.7.2).</p>
<i>Building height:</i>	Protective view cones from the verandahs around Strickland House are designed to enhance the setting to the west.

Landscape Considerations

<i>Landscaping:</i>	Conservation of historic plantings, additional planting to enhance Strickland House and grounds. Preserve, maintain and replace significant trees. Consider removal of <i>Melaleuca armillaris</i> adjacent to and east of Milk Beach to enhance views to the Harbour from Strickland House.
<i>Structural planting:</i>	Provide planting of trees on the boundary between Area 2 and neighbouring residential development that defines the heritage curtilage and screens unsympathetic elements.
<i>Historic features:</i>	Conserve historic garden elements of Strickland House, including tennis court. Conserve former pathway from Carrara Road to service area, adjacent to boundary with Area 3. The conservation of the remaining elements and the acknowledgement of the visual link following the line of the path will enable interpretation of this once important element.

	<p>Conserve and enhance the existing institutional gardens.</p> <p>Preserve the existing system of pathways and stone walls that define the gardens of the institutional period</p>
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Area 3—Southern Dormitory

General Considerations

The objective of the guidelines for this area is to ensure that development maintains the integrity of the significant buildings and site and respects the significance and setting of the significant elements in the Primary Heritage Areas.

<i>Access:</i>	Restricted access from Carrara Road (alternatively via the carriage drive, however extent should be limited)
<i>Potential Use:</i>	<ul style="list-style-type: none"> – Residential and associated uses – Aged persons care – Education – Seminars / Conferences – Offices – Health care—hospice or clinic
<i>Building setbacks:</i>	10m minimum building setback from Carrara Road. Grassed open space must be maintained in foreground (see Figure 59).

Architectural Considerations

<i>Building form:</i>	<p>Subservient and sympathetic to Strickland House and outbuildings.</p> <p>While the removal of the Southern Dormitory could be advocated, in practical terms this is unlikely given its robust construction and potential for adaptive re-use. Fortunately, it is relatively innocuous adjacent to Strickland House. Representation and enlargement could be envisaged, providing a new elevation that better complements Strickland House.</p> <p>Revised accommodation needs in this location will facilitate conservation of the key interiors of Strickland House.</p> <p>Any major redevelopment of the Southern Dormitory or new development in Area 3 shall be designed following the architectural guidelines prescribed in Section 9.7.3 for Secondary Heritage Areas.</p>
<i>Building height:</i>	<p>New development must not be visible above Strickland House. This control will ensure that new development does not diminish the existing views and appreciation of Strickland House, the outbuildings and their setting, in particular views from Woollahra Point.</p> <p>New buildings immediately to the southeast of Strickland House should retain harbour glimpses to Strickland House and should be designed to enhance the setting and respect the historic vistas towards the house.</p>
<i>Materials:</i>	Materials must be sympathetic with both Strickland House and the landscape setting and be sympathetic to traditional materials used on the Estate.

Landscape Considerations

<i>Landscaping:</i>	Maintain and enhance open foreground space to south west of Area 3.
<i>Structural planting:</i>	Site excavation for development may be permitted in limited areas to achieve less obtrusive buildings and to allow buildings to appear to follow site contours.

Area 4—Quarry Site

General Considerations

Area 4 does not form part of the immediate heritage curtilage of Strickland House and therefore has some potential for new development, provided that it does not adversely impact significant views to the Harbour from Vaucluse Road. It must also not detract from the nearby entry and should continue to allow an appreciation of the bushland character of the site when viewed from Vaucluse Road.

Potential opportunities exist to provide alternate site access to Area 4 via the access road to Greycliffe House and Nielsen Park within the adjacent Sydney Harbour National Park along the northern boundary of Area 4. However, OEH has indicated their preference for other options to be considered as they do not want to increase vehicular traffic on this access road.

Planning Considerations

<i>Access:</i>	Existing access is from the Vaucluse Road entry, however traffic generation along the carriage drive should be limited as far as possible. Studies should be undertaken to assess the feasibility of establishing a new, and possibly shared, access from the northern corner to facilitate direct vehicular access while minimising heritage impacts within the site.
<i>Potential Use:</i>	<ul style="list-style-type: none"> – Community uses—visitor centre, meeting space – Landscaped car parking area – Landscaped area—passive recreation
<i>Building setbacks:</i>	Setbacks from Vaucluse Road should match existing.
<i>Extent of development:</i>	<p>Development adjacent to the Vaucluse Road entrance should be of a minor scale. Development within the quarry site should be appropriately landscaped.</p> <p>Retain and conserve views to the Harbour from Vaucluse Road and open grassed areas.</p>

Architectural Considerations

<i>Building height:</i>	New development must not exceed single storey on the elevated portion of the site to ensure that public views and appreciation of the site are not diminished.
<i>Materials:</i>	Should be sympathetic to traditional materials used on the Estate.

Landscape Considerations

<i>Development:</i>	<p>Site excavation for development may be permitted in limited areas to achieve less obtrusive buildings and to allow buildings to appear to follow site contours.</p> <p>Geotechnical investigation is required in the vicinity of the quarry.</p>
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Area 5—Vaucluse Road Suburban Edge

Planning Considerations

<i>Access:</i>	From Vaucluse Road.
<i>Potential Use:</i>	<ul style="list-style-type: none"> – Boutique style commercial offices – Residential – Educational – Community uses – Offices including for professional practice – Function rooms, conventions and associated uses

Architectural Considerations

<i>Building form:</i>	Subservient and sympathetic to Strickland House and outbuildings.
<i>Building height:</i>	New buildings in the Secondary Heritage Area northeast of the Stables can be no higher than the existing ridgeline of that building to ensure that the Stables remain prominent when viewed from within. Maximum height on upper area as determined by the view lines for neighbouring residential properties along Vaucluse Road. Maximum height 1½ storeys above natural ground line. New construction should not be visible above Strickland House or its vegetation backdrop when viewed from the Harbour. New construction should allow for the existing views from the sandstone cliff edge towards the Harbour.
<i>Materials:</i>	Materials must not detract from Strickland House.
<i>Building setbacks:</i>	Setback from Vaucluse Road to match existing adjacent.
<i>Design:</i>	The design of new buildings within Area 5 would require engagement of a suitable architect working in accordance with the design details provided in this report. Design guidelines, which include analysis of impact of views to and from and within the site, should be undertaken prior to development.

Landscape Considerations

	<p>Retain and conserve mature trees and reinforce landscape belt adjacent pathway and vegetated backdrop to Area 2.</p> <p>Retain and conserve building-free corridor along southwest boundary and enhance vegetation along boundary with Area 2 (adjacent carriage drive).</p>
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Hermitage Foreshore Reserve (Sydney Harbour National Park)

Planning Considerations

	Conserve wharf remnants and landscape of Hermitage Foreshore Reserve and interpret former sandstone jetty and landing place as an important element of the cultural landscape when approaching the site from the Harbour.
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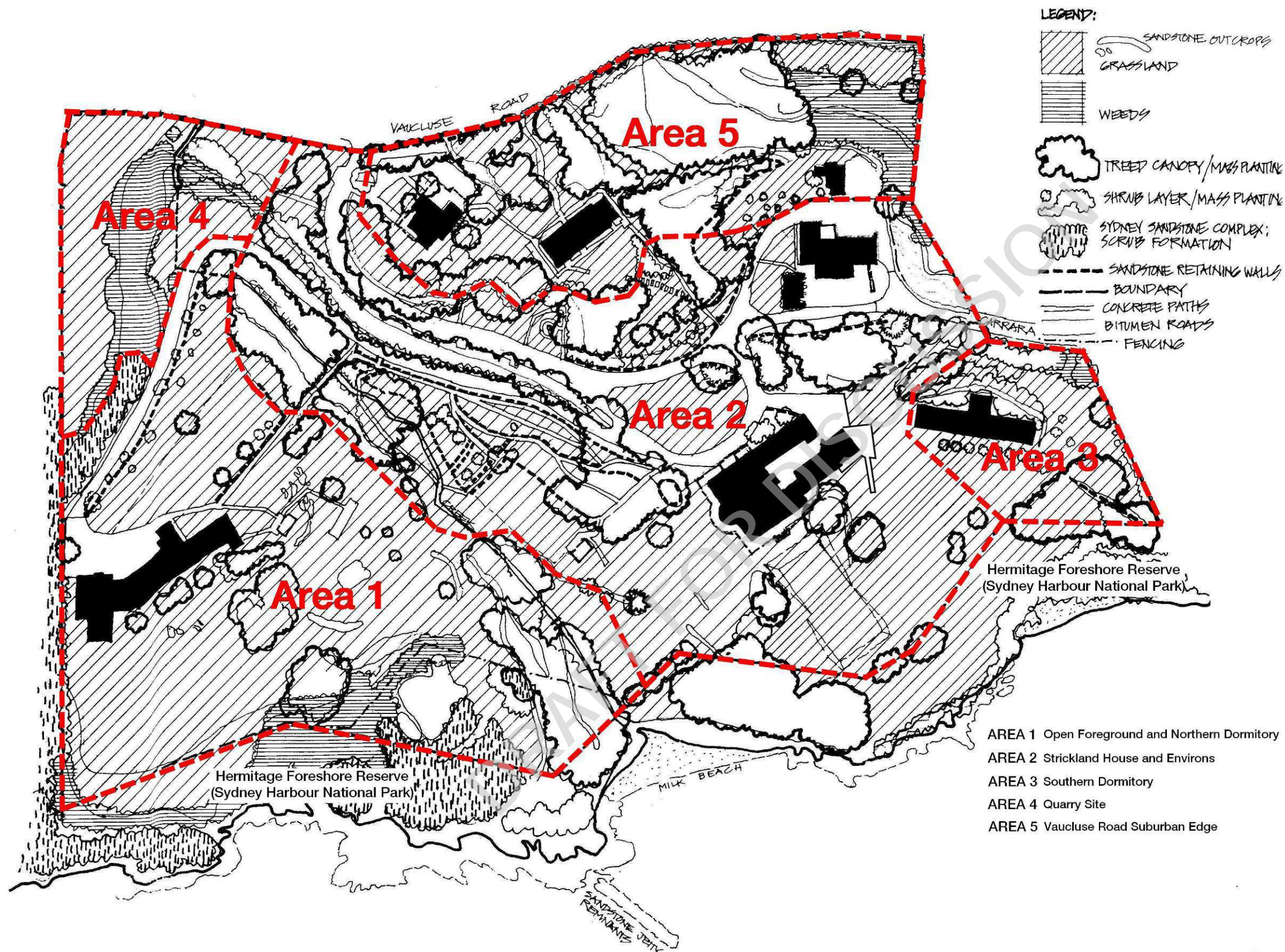


Figure 60 Strickland House site plan illustrating the areas relating to the detailed conservation guidelines, not to scale.
Source: Base plan prepared by CAB Consulting, August 2002 (amended by Tanner Architects in 2012 to remove demolished buildings and structures and to adjust area boundaries).

DRAFT FOR DISCUSSION

Do the policies take account of the identified Constraints and Opportunities?	The policies aim to address each issue identified in Section 5.
Are the policies presented in a <i>useful manner</i> (ie are they in plain English, with a logical layout and a coherent numbering or other identification system), supported by relevant graphic and illustrative materials?	Yes
Do the policies providing for future work on an item (including within its curtilage) provide clear guidance for <i>assessing proposals for change</i> (or preservation) to the item or its elements?	Yes
Is there evidence of a <i>predetermined outcome</i> (eg demolition, subdivision or a particular development proposal; or regular maintenance, change of ownership, etc)?	The CMP has been prepared cognisant that changes of use are proposed and has aimed to ensure that new development, regular maintenance etc are appropriately addressed.
Do the policies specifically identify conservation works and/or new development that is to be exempted from further Heritage Act approvals under <i>Standard Exemption No.6</i> ?	Not part of scope
Do the conservation policies provide for the conservation of the elements of the item identified as being <i>significant</i> ?	Section 9
If the policies provide for change to significant elements, do they also provide for <i>mitigation</i> measures?	Section 9
Do the policies identify a <i>potential for further development</i> , and if so, where and how could it occur?	Section 9
Do the policies for new development provide guidance on <i>new design and physical characteristics</i> that are appropriate to the item's significance?	Section 9
Should any of the policies for new development be excluded from endorsement, and <i>remain subject to approvals under s60</i> of the Heritage Act? —if yes, why?	N/A
Is there a <i>schedule of conservation works</i> for the short, medium and long terms?	Not part of scope
Are there policies for works to meet the <i>minimum standards of maintenance</i> and repair identified (if relevant—for purposes of s118 Regulation)?	Section 9
Is there any policy proposal to <i>vary</i> the existing listed curtilage boundaries?	No—existing SHR boundary to be retained as 'lot boundary' curtilage. Area of expanded

	curtilage extends across the Hermitage Foreshore Reserve
Is there a distinction between policies within the <i>listed curtilage</i> area, and policies for the <i>unlisted setting</i> ?	N/A—policies for areas beyond heritage curtilage not included. These areas are not under the management of the Authority
Do the policies provide for any <i>changes in existing statutory listings or planning instruments</i> ?—if so, do they provide guidance on how this can be achieved?	No changes proposed
Has the potential for reinstating an <i>Aboriginal place name</i> , or other <i>earlier place name</i> , been considered, and/or has the appropriateness of using a <i>dual-name</i> for the place been considered?	N/A—none identified
Is there a policy statement to prompt <i>future reviews</i> of the CMP?	Section 9
Is there a policy/guideline about the <i>public accessibility</i> of the CMP?	Section 9
Does the Plan include <i>inventory sheets</i> for elements of the item—if so, are the policies in the sheets consistent with those for the whole item?	Not part of scope

POLITICAL DONATIONS DECISION MAKING FLOWCHART FOR THE INFORMATION OF COUNCILLORS

