Item No: D2

Subject: HERITAGE LISTING OF EIGHTEEN AUSGRID SUBSTATIONS

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Approver: Anne White, Manager - Strategic Planning

File No: 22/6740

Reason for Report: To seek the advice of the Woollahra Local Planning Panel in relation to a

planning proposal to list eighteen (18) Ausgrid substations as local heritage items in the Woollahra Local Environmental Plan 2014

Recommendation:

THAT the Woollahra Local Planning Panel advises Council to proceed with the planning proposal to list the following eighteen (18) Ausgrid electricity substations as local heritage items in Schedule 5 and on the Heritage Map of the Woollahra Local Environmental Plan 2014.

- A. 'Electricity Substation No.94' at 73A Dover Road, Rose Bay (Lot 1 in DP 121861)
- B. 'Electricity Substation No.99' at Wyuna Road, Point Piper (Road reserve)
- C. 'Electricity Substation No.135, including moveable content' at 65 William Street, Double Bay (Lot 1 in DP 172768)
- D. 'Electricity Substation No.160' at James Street, Woollahra (Lot 1 in DP 587872)
- E. 'Electricity Substation No. 173, including moveable content' at 582 New South Head Road, Point Piper (Lot 1 in DP 1103924)
- F. 'Electricity Substation No.185, including moveable content and brick fence' at 116 Birriga Road, Bellevue Hill (Lot Y in DP 415489)
- G. 'Electricity Substation No.189, including moveable content' at 33 Hoddle Street, Paddington (Lot 1 in DP 187153)
- H. 'Electricity Substation No.193' at 29A Olphert Avenue, Vaucluse (Lot 28 in DP 666593)
- I. 'Electricity Substation No.199' at 2A Marathon Road, Darling Point (Lot 1 in DP 315729 and Lot A in DP 415567)
- J. 'Electricity Substation No.299 including moveable content and brick fence' at 101 Drumalbyn Road, Bellevue Hill Lot A in DP 320729
- K. 'Electricity Substation No.314 including moveable content and front fence' at 1 Dalley Avenue, Vaucluse (Lot 35 in DP 1108999)
- L. 'Electricity Substation No.315 including moveable content and brick fence' at 7 Plumer Road, Rose Bay (Lot 1 in DP 1079372)
- M. 'Electricity Substation No.318 at 13 Drumalbyn Road, Bellevue Hill (Lot 1 in DP 328329)
- N. 'Electricity Substation No.357 including front and side stone walls' at 2A March Street, Bellevue Hill (Lot 1 in DP 607315)
- O. 'Electricity Substation No.361, including front fence and side stone wall' at 29 Boronia Road, Bellevue Hill (Lot O in DP 17114)
- P. 'Electricity Substation No.364' at 1A Rupertswood Avenue, Bellevue Hill (Lot 1 in DP 184315)
- Q. 'Electricity Substation No. 592, including moveable content' at 14 Robertson Place, Watsons Bay (Lot 1 in DP 231114)
- R. 'Electricity Substation No. 622, including movable content' 148 Boundary Street, Paddington (Lot 1 in DP 231114).

Executive Summary:

This purpose of this report is to seek the advice of the Woollahra Local Planning Panel (Woollahra LPP) on the listing of the following eighteen (18) electricity substations as local heritage items in Schedule 5 and on the Heritage Map of the *Woollahra Local Environmental Plan 2014* (Woollahra LEP 2014):

- 'Electricity Substation No.94' at 73A Dover Road, Rose Bay (Lot 1 in DP 121861)
- 'Electricity Substation No.99' at Wyuna Road, Point Piper (Road reserve)
- 'Electricity Substation No.135, including moveable content' at 65 William Street, Double Bay (Lot 1 in DP 172768)
- 'Electricity Substation No.160' at James Street, Woollahra (Lot 1 in DP 587872)
- 'Electricity Substation No. 173, including moveable content' at 582 New South Head Road, Point Piper (Lot 1 in DP 1103924)
- 'Electricity Substation No.185, including moveable content and brick fence' at 116 Birriga Road, Bellevue Hill (Lot Y in DP 415489)
- 'Electricity Substation No.189, including moveable content' at 33 Hoddle Street, Paddington (Lot 1 in DP 187153)
- 'Electricity Substation No.193' at 29A Olphert Avenue, Vaucluse (Lot 28 in DP 666593)
- 'Electricity Substation No.199' at 2A Marathon Road, Darling Point (Lot 1 in DP 315729 and Lot A in DP 415567)
- 'Electricity Substation No.299 including moveable content and brick fence' at 101 Drumalbyn Road, Bellevue Hill Lot A in DP 320729
- 'Electricity Substation No.314 including moveable content and front fence' at 1 Dalley Avenue, Vaucluse (Lot 35 in DP 1108999)
- 'Electricity Substation No.315 including moveable content and brick fence' at 7 Plumer Road, Rose Bay (Lot 1 in DP 1079372)
- 'Electricity Substation No.318 at 13 Drumalbyn Road, Bellevue Hill (Lot 1 in DP 328329)
- 'Electricity Substation No.357 including front and side stone walls' at 2A March Street, Bellevue Hill (Lot 1 in DP 607315)
- 'Electricity Substation No.361, including front fence and side stone wall' at 29 Boronia Road, Bellevue Hill (Lot O in DP 17114)
- 'Electricity Substation No.364' at 1A Rupertswood Avenue, Bellevue Hill (Lot 1 in DP 184315)
- 'Electricity Substation No. 592, including moveable content' at 14 Robertson Place, Watsons Bay (Lot 1 in DP 231114)
- 'Electricity Substation No. 622, including movable content' 148 Boundary Street, Paddington (Lot 1 in DP 231114)

We recommend that the Woollahra LPP provides advice to Council to proceed with the planning proposal at *Attachment 2* to list the subject properties as local heritage items in the Woollahra LEP 2014.

Discussion:

Reason for report to the Woollahra Local Planning Panel

On 27 September 2018, the Minister for Planning issued a Local Planning Panel Direction – Planning Proposals:

- A Council to whom this direction applies is required to refer all planning proposals to be prepared after 1 June 2018 to the local planning panel for advice, unless the council's general manager determines that the planning proposal relates to:
 - a) the correction of an obvious error in a local environmental plan
 - b) matters that are of a consequential, transitional, machinery or other minor nature, or

- c) matters that council's general manager considers will not have any significant adverse impact on the environment or adjoining land.
- When a planning proposal is referred to the panel, it must be accompanied by an
 assessment report prepared by council staff setting out recommendations, including whether
 or not the planning proposal should proceed.
- A proposal is to be referred to the local planning panel before it is forwarded to the Minister under section 3.34 of the Environmental Planning and Assessment Act 1979 (the Act).

In this case, the planning proposal is required to be referred to the Woollahra LPP because the General Manager has not made a determination in regard to items 1 (a), (b) or (c), above.

Background

Section 170 of the *NSW Heritage Act, 1977*, requires that all State Agencies establish and keep a register entitled "Heritage and Conservation Register" (S.170 Register). By inclusion on the S.170 Register, it is best practice that there is an accompanying heritage inventory sheets which is usually available to the public on the relevant stage agency website or the Heritage NSW website.

Clause 22 of the *Heritage Regulation 2012* prescribes the following classes of items are to be included on a S.170 Register:

- (a) items that are listed as heritage items under an environmental planning instrument made under the Environmental Planning and Assessment Act 1979,
- (b) items that are subject to an interim heritage order,
- (c) items that are listed on the State Heritage Register,
- (d) items identified by the government instrumentality concerned as having State heritage significance.

On 22 December 2021, Council received correspondence from Ausgrid advising that they have undertaken a review of their S.170 heritage and conservation register and have identified eighteen (18) electricity substations of varying ages and styles in the Woollahra Local Government Area that do not fall under any of the four classes set out in Clause 22 of the *Heritage Regulation 2012*, above. In response to this review, Ausgrid advised Council that they intend to remove these eighteen (18) sites from their S.170 Register (see *Attachment 3*).

The subject properties have been listed on the relevant S.170 Register since 1994, 2006 and 2007, but are not listed under any environmental planning instrument made under the *Environmental Planning and Assessment Act 1979*. Once the substations are removed from the S.170 Register, as they are not listed in Schedule 5 of the Woollahra LEP 2014 or on the State Heritage Register, they would be unprotected.

In response to Ausgrid's correspondence, Council staff have undertaken a review of the potential heritage significance of these electricity substations and, based on the information available, found that the eighteen (18) substations fulfil the criteria for local heritage listing in Schedule 5 of the Woollahra LEP 2014. As such, a planning proposal has been prepared by Council staff to amend Schedule 5 and the Heritage Map of the Woollahra LEP 2014 to include these substations as local heritage items in order to ensure their ongoing preservation and maintenance.

The Woollahra Heritage Gap Analysis was endorsed by Council on 22 November 2021. In the Gap Analysis, *Goal 4C - Review other/previous heritage listing and assessments* includes the action to "Review, assess and list items on other statutory and non-statutory heritage register" as this has the potential "to identify environmental heritage that meets the NSW heritage criteria and is not currently listed in Schedule 5". This review of the electricity substations within the Woollahra local government area not currently included in Schedule 5 is consistent with this goal and action.

The sites

The eighteen (18) sites that are the subject of this report are scattered throughout the municipality in Bellevue Hill, Darling Point, Double Bay, Paddington, Point Piper, Rose Bay, Vaucluse, Watson's Bay and Woollahra. All sites are occupied by Electrical Substations. Substations are installations containing high-voltage switchgear and/or transformers, regulators or converting machinery, for the purpose of switching, transforming and/or converting of alternating current electricity.

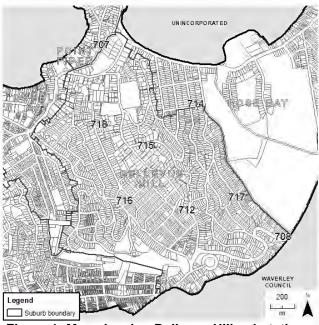


Figure 1: Map showing Bellevue Hill substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

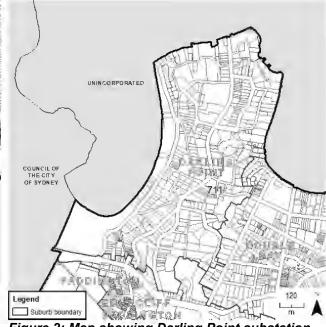


Figure 2: Map showing Darling Point substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

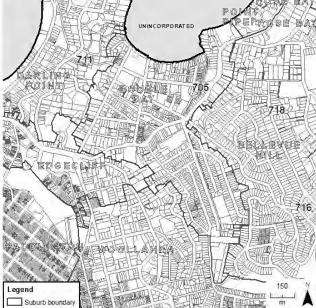


Figure 3: Map showing Double Bay substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

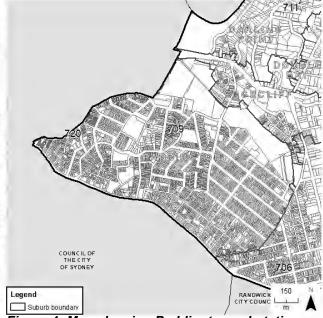


Figure 4: Map showing Paddington substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

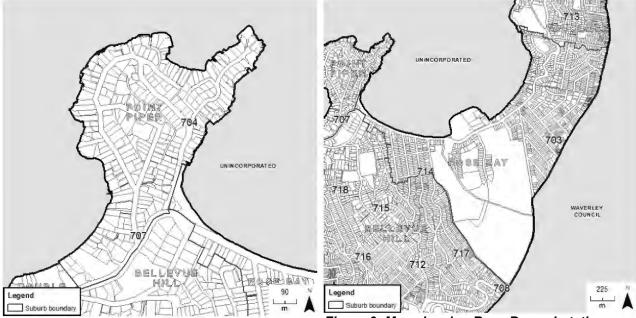


Figure 5: Map showing Point Piper substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

Figure 6: Map showing Rose Bay substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

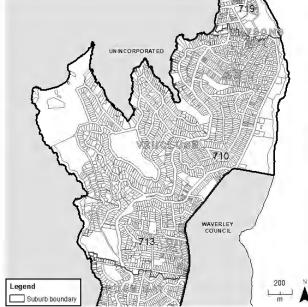


Figure 7: Map showing Vaucluse and Watson's Bay substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

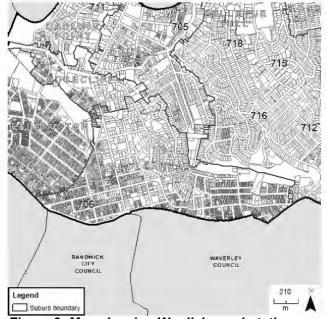


Figure 8: Map showing Woollahra substation item locations and proposed item numbers. (Source: Woollahra MAPS, 2021)

The 18 electrical Substations in Woollahra were designed by the Sydney Municipal Council until 1936. The Substations were then designed by the Sydney County Council between 1937 and 1952, when this role was taken over by the Electricity Commission of New South Wales. They were all purpose-built structures aiming to 'blend in with the local character of the area', and whose design was based on consultation with the local authorities. Substations were designed using different styles depending on the designers involved and the time of design (including Art Nouveau, Californian Bungalows, Interwar Stripped Classical, Interwar Mediterranean, and Modernist), the materials readily available, and the context of the local streetscapes.

For ease of reference, the draft item number (as shown in Figures 1 - 8 above) is shown for each substation.

Item No. (proposed)	Property name	Substation No.	Address
703	"Wyuna Road"	99	Wyuna Road & Wunulla Road POINT PIPER
704	"Wolseley Road"	173	New South Head Road, 582, DOUBLE BAY (Point Piper)
705	"Black Street"	314	Dalley Avenue, 1 Nr Black Street, VAUCLUSE
706	"Dover Road"	94	30 Dover Road, ROSE BAY
707	"William New"	135	William Street, DOUBLE BAY
708	"James Street"	160	James Street & Dwyer Lane, WOOLLAHRA
709	"Birriga Road"	185	116 Birriga Road, (Nr Old South Head), BELLEVUE HILL
710	"Hoddle Street"	189	33 Hoddle Street, (Nr Glenmore Road), PADDINGTON
711	"Olphert Avenue"	193	Olphert Avenue, VAUCLUSE (between 29 and 31)
712	"Marathon Rd"	199	Marathon Road & Adelaide Street, DARLING POINT
713	"Bundarra Road"	299	Drumalbyn Road & Victoria Road, BELLEVUE HILL
714	"Plumer Road"	315	7 Plumer Road, ROSE BAY
715	"Drumalbyn Road"	318	13 Drumalbyn Road, BELLEVUE HILL
716	"March Street"	357	2A March Street, Nr Bellevue Road, BELLEVUE HILL
717	"Boronia Road"	361	Boronia Road, Nr Bunyula Road (29) BELLEVUE HILL
718	"Rupertswood Ave"	364	1A Rupertswood Avenue, BELLEVUE HILL
719	"Dunbar Street"	592	Robertson Place & Dunbar Street, WATSONS BAY
720	"Comber St"	622	148 Boundary Street, PADDINGTON



Figure 9: Proposed item 708 - The James Street substation is an example of an Art Nouveau substation (Source: Draft heritage inventory sheet, 2022)



Figure 10: Proposed item 706 - The Dover Road substation is an example of the bungalow style (Source: Draft heritage inventory sheet, 2022)



Figure 11: Proposed item 705 - The "Black Street" substation is an example of the Interwar Mediterranean style (Source: Draft heritage inventory sheet, 2022)



Figure 12: Proposed item 704 - The Wolseley Road substation is an example of the Interwar stripped classical style (Source: Draft heritage inventory sheet, 2022)



Figure 13: Proposed item 715 - The Drumalbyn Road substation is an example of the Modernist style (Source: Draft heritage inventory sheet, 2022)

Assessment of heritage significance

An assessment of heritage significance was carried out by Council's Strategic Heritage Officers Kristy Wellfare and Flavia Scardamaglia, which was informed by the existing heritage inventory sheets available from the Heritage NSW website, site inspections, and primary and secondary sources. The assessment of significance was undertaken in accordance with the document titled Assessing heritage significance, published by the NSW Heritage Office in 2001 and Investigating Heritage Significance 2021.

All properties have been assessed against the seven criteria in the guidelines. Each criterion has inclusions and exclusions guidelines which are used to assist in the assessment process. If an item meets one of the seven heritage criteria at a local level, and retains the integrity of its key attributes, it can be considered to have local heritage significance. To be assessed for State significance an item will meet more than one of the seven heritage criteria at a State level, or if an item satisfies only one of the criteria, the item is of such particular significance to NSW that it should be listed. A copy of the heritage review document is attached at **Attachment 1**. This review document includes the heritage inventory sheets for each site, and contains a heritage assessment for each property against all criteria.

Table 1: NSW Heritage assessment criteria summary

Crit	Criteria						
(a)	Historic significance	An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area)					
(b)	Associational significance	An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area)					
(c)	Aesthetic significance	An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area)					
(d)	Social significance	An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons					
(e)	Technological significance/research potential	An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area)					
(f)	Rarity	An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area)					
(g)	Representativeness	An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places; or cultural or natural environments. or a class of the local area's cultural or natural places; or cultural or natural environments.					

Table 2: NSW Heritage criteria assessment summary (Local significance)

Substation	(a)	(b)	(c)	(d)	(e)	(f)	(g)
	historic	association	aesthetic	social	technological	rarity	representative
"Wyuna Road"	✓	×	✓	×	×	✓	✓
"Wolseley Road"	✓	×	✓	×	×	×	✓
"Black Street"	✓	×	✓	×	×	×	✓
"Dover Road"	✓	×	✓	×	×	✓	✓
"William New"	✓	×	✓	×	×	×	✓
"James Street"	✓	×	✓	×	×	✓	✓
"Birriga Road"	✓	×	✓	×	×	×	✓
"Hoddle Street"	✓	×	✓	×	×	✓	✓
"Olphert Avenue"	✓	*	✓	×	×	×	✓
"Marathon Rd"	✓	×	✓	×	×	×	✓
"Bundarra Road"	✓	*	✓	×	×	×	✓
"Plumer Road"	✓	×	✓	×	×	×	✓
"Drumalbyn Road"	✓	×	✓	×	×	√	✓
"March Street"	✓	×	✓	×	×	×	✓
"Boronia Road"	✓	×	✓	×	×	×	✓
"Rupertswood Ave"	✓	×	✓	×	×	×	√
"Dunbar Street"	✓	×	✓	×	×	×	✓
"Comber St"	✓	×	✓	×	×	×	✓

The heritage significance assessment has assessed the heritage significance of all 18 substations, in accordance with the NSW Heritage Manual and concluded that all buildings meet the threshold for listing as items of local heritage significance.

The heritage assessment of these substations did not identify any that fulfilled the criteria for listing at a State level.

The statements of significance for each substation site are included in the attached heritage review document. Generally, these substation buildings fulfil the criteria for heritage significance at a local level for their historic, aesthetic and representative significance, with the following substation buildings also fulfilling the criteria for local significance for their rarity:

- Dover Road (706)
- Wyuna Road (703)
- James Street (708)
- Hoddle Street (710)
- Drumalbyn Road (715)

Planning Proposal

Consistent with the recommendations of the assessment of heritage significance report, a planning proposal has been prepared to list the following 18 substations as local heritage items in Schedule 5 and on the Heritage Map of the Woollahra LEP 2014:

- 1. 'Electricity Substation No.94' at 73A Dover Road, Rose Bay (Lot 1 in DP 121861)
- 2. 'Electricity Substation No.99' at Wyuna Road, Point Piper (Road reserve)
- 3. 'Electricity Substation No.135, including moveable content' at 65 William Street, Double Bay (Lot 1 in DP 172768)
- 4. 'Electricity Substation No.160' at James Street, Woollahra (Lot 1 in DP 587872)
- 5. 'Electricity Substation No. 173, including moveable content' at 582 New South Head Road, Point Piper (Lot 1 in DP 1103924)
- 6. 'Electricity Substation No.185, including moveable content and brick fence' at 116 Birriga Road, Bellevue Hill (Lot Y in DP 415489)
- 7. 'Electricity Substation No.189, including moveable content' at 33 Hoddle Street, Paddington (Lot 1 in DP 187153)
- 8. 'Electricity Substation No.193' at 29A Olphert Avenue, Vaucluse (Lot 28 in DP 666593)
- 9. 'Electricity Substation No.199' at 2A Marathon Road, Darling Point (Lot 1 in DP 315729 and Lot A in DP 415567)
- 10. 'Electricity Substation No.299 including moveable content and brick fence' at 101 Drumalbyn Road, Bellevue Hill Lot A in DP 320729
- 11. 'Electricity Substation No.314 including moveable content and front fence' at 1 Dalley Avenue, Vaucluse (Lot 35 in DP 1108999)
- 12. 'Electricity Substation No.315 including moveable content and brick fence' at 7 Plumer Road, Rose Bay (Lot 1 in DP 1079372)
- 13. 'Electricity Substation No.318 at 13 Drumalbyn Road, Bellevue Hill (Lot 1 in DP 328329)
- 14. 'Electricity Substation No.357 including front and side stone walls' at 2A March Street, Bellevue Hill (Lot 1 in DP 607315)
- 15. 'Electricity Substation No.361, including front fence and side stone wall' at 29 Boronia Road, Bellevue Hill (Lot O in DP 17114)
- 16. 'Electricity Substation No.364' at 1A Rupertswood Avenue, Bellevue Hill (Lot 1 in DP 184315)
- 17. 'Electricity Substation No. 592, including moveable content' at 14 Robertson Place, Watsons Bay (Lot 1 in DP 231114)
- 18. 'Electricity Substation No. 622, including movable content' 148 Boundary Street, Paddington (Lot 1 in DP 231114)

The planning proposal has been prepared in accordance with section 3.33 of the Act and the document prepared by the NSW Department of Planning and Environment titled *Local Environmental Plan Making Guideline* (December 2021).

The planning proposal satisfies the requirements of section 3.33 of the Act as it includes:

- A statement of the objectives or intended outcome of the amendment to Woollahra LEP 2014.
- An explanation of the provisions that are to be included in the amendment to Woollahra LEP 2014.

- The justification for the objectives, outcomes and provisions and the process for their implementation.
- Details of the community consultation that is to be undertaken.

Objective of the planning proposal

The objective of the amendment to Woollahra LEP 2014 is to recognise the heritage significance of the eighteen (18) electrical substations as local heritage items and provide them with statutory heritage protection. Heritage listing will provide ongoing protection and recognition of the heritage significance of the site.

Relationship to strategic planning framework

The planning proposal has strategic and site specific merit. The planning proposal is consistent with the relevant objectives of *Greater Sydney Region Plan: A Metropolis of Three Cities* (2018) and the actions of the *Eastern City District Plan* (2018) (refer to section 6.2 of the planning proposal).

The planning proposal is consistent with the Council's Community Strategic Plan titled *Our Woollahra 2030: Our community, our place, our plan*. Notably, the planning proposal meets the following strategy within Goal 4 (Well-planned neighbourhood) under the theme Quality places and spaces:

• 4.3 Protect local heritage, including significant architecture and the natural environment.

The planning proposal is also consistent with the Woollahra Local Strategic Planning Statement (approved by Council on 24 February 2020). In particular, the planning proposal is consistent with Planning Priority 5 under the theme of Liveability:

• Planning Priority 5 Conserving our rich and diverse heritage.

The planning proposal is consistent with the *Standard Instrument – Principal Local Environmental Plan* and all other applicable State environmental planning policies and applicable section 9.1 directions.

Options:

As a consequence of this report, the Woollahra LPP may provide advice to Council to proceed with a planning proposal to list 18 Ausgrid buildings as heritage items in the Woollahra LEP 2014.

Alternatively, the Woollahra LPP may resolve not to support the preparation of a planning proposal or require staff to make amendments.

Community Engagement and / or Internal Consultation:

Council has advised Ausgrid of its intention to review and, where appropriate, include the nominated electricity substations as local heritage items in Schedule 5 of the Woollahra LEP 2014 by letter dated 1 March 2022. Ausgrid have advised that in light of the heritage review of the substations being undertaken by Council, these items will remain on the S.170 heritage and conservation register for an additional 12 months.

No other community engagement has been undertaken to date. Public exhibition of the planning proposal will be undertaken in due course and in accordance with the Gateway Determination conditions and the NSW Environment Planning and Assessment Act 1979.

Policy Implications:

Should Council resolve to prepare a planning proposal (having considered the advice of the Woollahra LPP), and should the planning proposal progress to finalisation, there will be policy implications by listing 18 Ausgrid assets in the Woollahra LEP 2014. Should the items proceed to heritage listing in the Woollahra LEP 2014, they will be retained on the Ausgrid S.170 Heritage and Conservation Register.

Financial Implications:

NIL

Resourcing Implications:

Staff resource implications will be associated with progressing a planning proposal which will include managing the public exhibition and preparing a post exhibition report to a meeting of Council.

Conclusion:

This report seeks the advice of the Woollahra LPP on a planning proposal to list eighteen (18) electrical substations as local heritage items in the Woollahra LEP 2014. The planning proposal satisfies the requirements of section 3.33 of the Act as it includes:

- A statement of the objectives or intended outcome of the amendment to Woollahra LEP 2014.
- An explanation of the provisions that are to be included in the amendment to Woollahra LEP 2014.
- The justification for the objectives, outcomes and provisions and the process for their implementation.
- Details of the community consultation that is to be undertaken.

We recommend that the Woollahra LPP provides advice to Council to proceed with the planning proposal at **Attachment 2** to list the subject properties as local heritage items in the Woollahra LEP 2014.

Attachments

- Draft Ausgrid Section 170 Heritage Review (including Inventory Sheets) March 2022
- 2. Draft Planning Proposal Ausgrid Substations March 2022
- 3. Correspondence from Ausgrid heritage and conservation register review 22 December 2021