

Planning Proposal

Heritage listing of 163 Brougham Street,
Woolloomooloo

April 2014

Introduction

This Planning Proposal explains the intent of, and justification for, the proposed amendment to *Sydney Local Environmental Plan 2012* (Sydney LEP 2012). The amendment will identify the Calidad Building at 153-165 Brougham Street, Woolloomooloo as a heritage item.

The proposal has been prepared in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (the Act) and the relevant Department of Planning Guidelines, including *A Guide to Preparing Local Environmental Plans* and *A Guide to Preparing Planning Proposals*.

Background

The Calidad Building is part of a larger site known as 153-165 Brougham Street. The site, located on the western side of Brougham Street, extends to McElhone Street and contains four buildings as illustrated in Figure 1:

- A pair of Victorian terraces (heritage item)
- Telford Lodge, a Colonial villa (heritage item)
- A pair of semi-detached Federation houses
- Calidad Building, designed by Ian McKay referred to as 163 Brougham Street (subject of this planning proposal)

Specific street numbers used for these separate buildings on the same property differ according to different records. The Calidad Building is referred to as 163 Brougham Street, as well as 157 & 161 Brougham Street. The pair of Federation semis is referred to as 161-165 Brougham Street, as well as 165 Brougham Street.

153-165 Brougham Street has an approximate site area of 1960m² and is identified as Lot 101 DP 615293, Lots 1-10 SP 16624. The site is located within the Woolloomooloo Conservation Area. The Calidad Building is a long two storey timber building with a steeply pitched gabled roof with characteristics of the Sydney School style commercial building located on the western portion of the site, refer to Figure 2. The site is within the Woolloomooloo heritage conservation area.

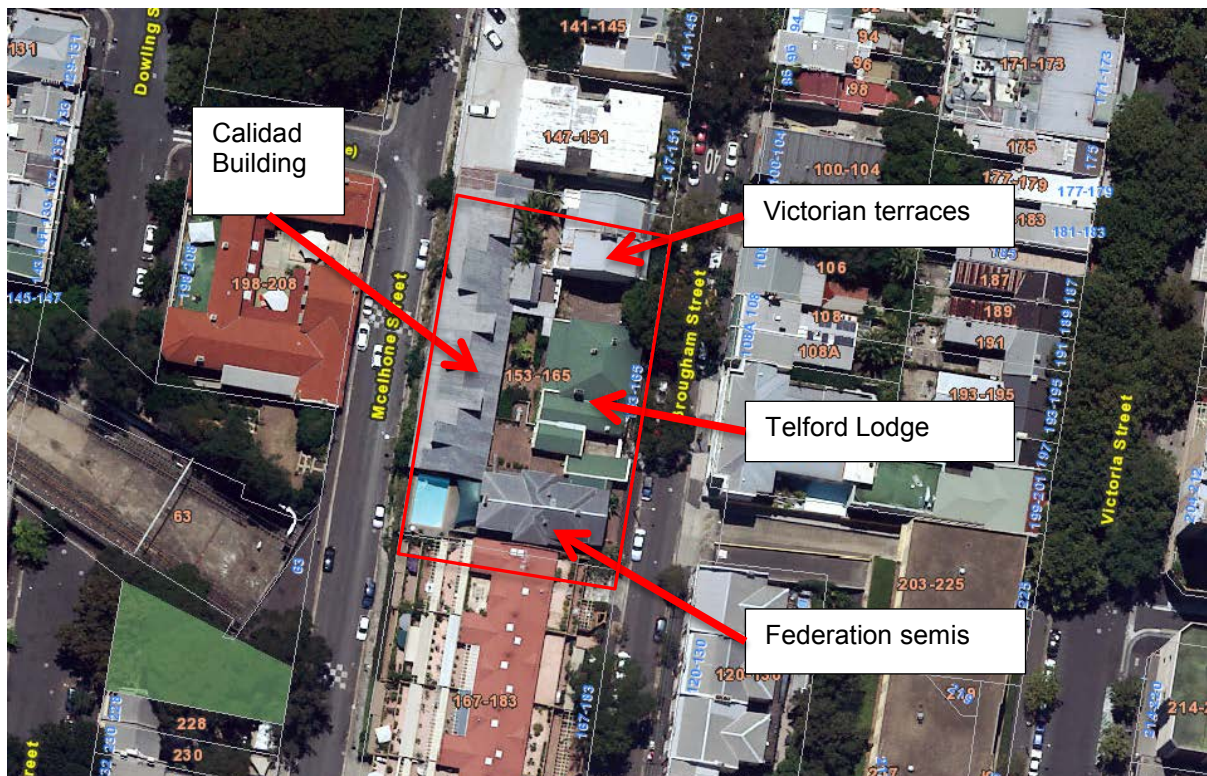




Figure 2: Calidad Building at 163 Brougham Street, Woolloomooloo

In December 2012 a staged development application (D/2012/1936) was submitted for the demolition of the non-heritage listed buildings at No. 161-165 Brougham Street and 163 Brougham Street; alterations and additions to the existing heritage items; and building envelopes for further residential development.

In April 2013, the City engaged Tanner Kibble Denton (TKD) Architects Pty Ltd to undertake a heritage assessment of 161-165 and 163 Brougham Street, and advise whether it has sufficient heritage significance to warrant heritage listing. The assessment concluded that the Calidad Building had sufficient heritage significance to warrant listing. It also found that the altered Federation semis did not due to their level of alteration. See Appendix 1.

In May 2013, Council refused the development application in part because the proposal did not comply with the planning controls and it did not adequately justify the proposed demolition of some buildings in terms of impact on the conservation area and the heritage items.

Progressing the listing of this significant building will ensure its heritage significance is protected as part of future plans or redevelopments.

Part 1 – Objectives or Intended Outcomes

The Objectives or intended outcome of the planning proposal is to amend the heritage schedule, Schedule 5, of Sydney Local Environmental Plan 2012 by listing the Calidad Building at 153-165 Brougham Street, Woolloomooloo, to protect the heritage significance of the Sydney School style commercial building;

Part 2 – Explanation of the Provisions

To achieve the intended outcomes, the Planning Proposal seeks to amend the Sydney LEP 2012 Schedule 5, the heritage schedule by inserting the following words, under Part 1, Heritage Items:

Locality	Item name	Address	Property description	Significance	Item no
Woolloomooloo	Calidad Building and interiors (163 Brougham Street)	153-165 Brougham Street	Lot 101 DP 615293, Lots 1-10 SP 16624	Local	I2129B

Part 3 – Justification

This section of the planning proposal provides the rational for the amendment to Sydney LEP 2012 and responds to questions set out in the document entitled *A guide to preparing planning proposals*, published by the Department of Planning and Infrastructure in October 2012.

Section A – Need for the planning proposal

Is the planning proposal a result of any strategic study or report?

Yes. The planning proposal is a result of a Heritage Assessment Report of 161-165 Brougham Street, prepared by TKD Architects Pty Ltd. The assessment concluded that the Calidad Building had sufficient heritage significance to warrant listing. It also found that the altered Federation semis did not due to their level of alteration.

Even though the Calidad Building is already located within the Woolloomooloo heritage conservation area, the building distinguishes itself from the significant built form and period of the surrounding predominantly Victorian conservation area.

Dating from 1974, the Calidad building represents a distinctive work of the prominent Australian architect, Ian McKay, and exemplifies the Sydney School architectural style. The calibre of this architecture and its sensitive contextual design means this modern building warrants both neutral designation for not detracting from the conservation area and heritage item status for its individual distinction.

Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes. Appropriate heritage protection for the Calidad Building may only be achieved via its identification as a heritage item in an environmental planning instrument.

Section B – Relationship to strategic planning framework

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy?

In March 2013 the NSW Government published the draft *Metropolitan Strategy for Sydney to 2031*. Once adopted, it will replace the *Metropolitan Plan for Sydney 2036*. The draft *Sydney City Subregional Strategy* is also applicable. In assessing the consistency of this Planning Proposal with metropolitan-wide objectives, both the adopted and new draft strategies have been considered, as shown in the following tables.

Table 1 - Consistency with Metropolitan Plan for Sydney 2036

Consistency with Metropolitan Plan for Sydney 2036	
Action	Consistency
B3.3: Provide for the protection and adaptive reuse of heritage items in centres undergoing urban renewal	The Planning Proposal is to provide protection of a building with heritage significance.

Table 2 - Consistency with draft Metropolitan Plan for Sydney to 2031

Consistency with draft Metropolitan Plan for Sydney to 2031	
Objective	Consistency
2: Strengthen and grow Sydney's centres	The Planning Proposal will not inhibit the delivery of, or the priorities identified for Global Sydney, of which it forms part.
8: Create socially inclusive places that promote social, cultural and recreational opportunities	The listing of the Calidad Building is consistent with promoting Sydney's heritage.

Table 3 - Consistency with Sydney City Draft Subregional Strategy

Consistency with Sydney City Draft Subregional Strategy	
Strategy E: Environment, Heritage and Resources	
Directions	Consistency
E6: Conserve Sydney's Cultural Heritage	The Planning Proposal identifies an item of heritage significance that was subject to an independent heritage assessment.

Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

The City's *Sustainable Sydney 2030* Strategic Plan is the vision for the sustainable development of the City to 2030 and beyond. It includes 10 strategic directions to guide the future of the City, as well as targets against which to measure progress.

The Planning Proposal identifies the Calidad building as a heritage item, allowing the building to be retained and help in understanding of the cultural heritage of the City.

As such, the Planning Proposal is consistent with *Sustainable Sydney 2030*, particularly Strategic Direction 7 – A Cultural and Creative City.

Is the planning proposal consistent with applicable state environmental planning policies?

The consistency of the Planning Proposal with applicable State Environmental Planning Policies (SEPPs) is outlined in Table 4. Those SEPPs which have been repealed or were not finalised are not included in this table.

Table 5 shows the consistency of the Planning Proposal with former Regional Environmental Plans (REPs) for the Sydney Regions, which are deemed to have the weight of SEPPs.

Table 4 - Consistency with State Environmental Planning Policies (SEPPs)

State Environmental Planning Policy (SEPP)	Comment
SEPP No 1—Development Standards	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 4—Development Without Consent and Miscellaneous Exempt and Complying Development	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 6—Number of Storeys in a Building	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 14—Coastal Wetlands	Not applicable.
SEPP No 15—Rural Landsharing Communities	Not applicable.
SEPP No 19—Bushland in Urban Areas	Not applicable.
SEPP No 21—Caravan Parks	Not applicable.
SEPP No 22—Shops and Commercial Premises	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 26—Littoral Rainforests	Not applicable.
SEPP No 29—Western Sydney Recreation Area	Not applicable.
SEPP No 30—Intensive Agriculture	Not applicable.
SEPP No 32—Urban Consolidation (Redevelopment of Urban Land)	Not applicable.
SEPP No 33—Hazardous and Offensive Development	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 36—Manufactured Home Estates	Not applicable.
SEPP No 39—Spit Island Bird Habitat	Not applicable.
SEPP No 44—Koala Habitat Protection	Not applicable.
SEPP No 47—Moore Park Showground	Not applicable.
SEPP No 50—Canal Estate Development	Not applicable.
SEPP No 52—Farm Dams and Other Works in Land and Water Management Plan Areas	Not applicable.
SEPP No 55—Remediation of Land	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 59—Central Western Sydney Regional Open Space and Residential	Not applicable.
SEPP No 60—Exempt and Complying Development	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 62—Sustainable Aquaculture	Not applicable.
SEPP No 64—Advertising and Signage	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 65—Design Quality of Residential Flat Development	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 70—Affordable Housing (Revised Schemes)	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP No 71—Coastal Protection	Not applicable.
SEPP No. 74 – Newcastle Port and Employment Lands	Not applicable.
SEPP (Building Sustainability Index: BASIX) 2004	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Housing for Seniors or People with a Disability) 2004	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Major Development) 2005	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Sydney Region Growth Centres) 2006	Not applicable.
SEPP (Infrastructure) 2007	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Kosciuszko National Park—Alpine Resorts) 2007	Not applicable.

State Environmental Planning Policy (SEPP)	Comment
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Not applicable.
SEPP (Temporary Structures) 2007	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Exempt and Complying Development Codes) 2008	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Rural Lands) 2008	Not applicable.
SEPP (Western Sydney Parklands) 2009	Not applicable.
SEPP (Affordable Rental Housing) 2009	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (Western Sydney Employment Area) 2009	Not applicable.
SEPP (Development on Kurnell Peninsula) 2005	Not applicable.
SEPP (Urban Renewal) 2010	Not applicable.
SEPP (Sydney Drinking Water Catchment) 2011	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.
SEPP (State and Regional Development) 2011	Consistent - The Planning Proposal will not contradict or hinder application of this SEPP.

Table 5 - Consistency with former Sydney Regional Environmental Plans (REPs) now deemed SEPPs.

Regional Environmental Plan (REPs)	Comment
Sydney REP No 9—Extractive Industry (No 2—1995)	Not applicable.
Sydney REP No 20—Hawkesbury- Nepean River (No 2—1997)	Not applicable.
Sydney REP No 24—Homebush Bay Area	Not applicable.
Sydney REP No 28—Parramatta	Not applicable.
Sydney REP No 30—St Marys	Not applicable.
Sydney REP No 33—Cooks Cove	Not applicable.
Sydney REP (Sydney Harbour Catchment) 2005	Consistent - The Planning Proposal will not contradict or hinder application of this REP.

Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The Planning Proposal has been assessed against each Section 117 Direction. The consistency of the Planning Proposal with these directions is shown in Table 6 below.

Table 6 - Consistency with applicable Ministerial Directions under Section 117

No.	Title	Comment
1. Employment and Resources		
1.1	Business and Industrial Zones	Not applicable
1.2	Rural Zones	Not applicable
1.3	Mining, Petroleum Production and Extractive Industries	Not applicable
1.4	Oyster Aquaculture	Not applicable
1.5	Rural Lands	Not applicable
2. Environment and Heritage		
2.1	Environment Protection Zones	Not applicable
2.2	Coastal Protection	Not applicable
2.3	Heritage Conservation	Consistent. The intended outcome of the planning proposal is to protect the heritage significance of the Calidad building at 163 Brougham Street, Woolloomooloo.
2.4	Recreation Vehicle Areas	Not applicable

3. Housing Infrastructure and Urban Development		
3.1	Residential Zones	Not applicable
3.2	Caravan Parks and Manufactured Home Estates	Not applicable
3.3	Home Occupations	Consistent. The Planning Proposal does not contradict or hinder application of the home occupation provisions of Sydney LEP 2012.
3.4	Integrating Land Use and Transport	Consistent. The planning proposal does not contradict or hinder achievement of the aims, objectives and principles of Improving Transport Choice – <i>Guidelines for planning and development</i> (DUAP 2001), and <i>The Right Place for Business and Services – Planning Policy</i> (DUAP 2001).
3.5	Development Near Licensed Aerodromes	Not applicable
3.6	Shooting Ranges	Not applicable
4. Hazard and Risk		
4.1	Acid Sulfate Soils	Consistent. The Planning Proposal does not contradict or hinder application of acid sulphate soils provisions in Sydney LEP 2012.
4.2	Mine Subsidence and Unstable Land	Not applicable
4.3	Flood Prone Land	Consistent. The Planning Proposal does not contradict or hinder application of flood prone land provisions in Sydney LEP 2012.
4.4	Planning for Bushfire Protection	Not applicable
5. Regional Planning		
5.1	Implementation of Regional Strategies	Not applicable
5.2	Sydney Drinking Water Catchments	Not applicable
5.3	Farmland of State and Regional Significance on the NSW Far North Coast	Not applicable
5.4	Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable
5.8	Second Sydney Airport, Badgerys Creek	Not applicable
6. Local Plan Making		
6.1	Approval and Referral Requirements	Consistent. The Planning Proposal does not include any concurrence, consultation or referral provisions nor does it identify any development as designated development.
6.2	Reserving Land for Public Purposes	Consistent. The Planning Proposal will not affect any land reserved for public purposes.
6.3	Site Specific Provisions	Not applicable
7. Metropolitan Planning		
7.1	Implementation of the Metropolitan Plan for Sydney 2036	Consistent. The Planning Proposal does not contradict or hinder achievement of the vision, policies, outcomes or actions of the <i>Metropolitan Plan for Sydney 2036</i> .

Section C – Environmental, social and economic impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

The Planning Proposal is unlikely to adversely affect any critical habitat or threatened species, populations or ecological communities or their habitats.

Are there any other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

No - it is unlikely that the proposed amendments to SLEP 2012 will result in development creating any environmental effects that cannot readily be controlled.

How has the planning proposal adequately addressed any social and economic effects?

Identification of the Calidad building as a heritage item offers social benefits by facilitating the conservation of an item that has significance for the local community.

Section D: State and Commonwealth interests

Is there adequate public infrastructure for the planning proposal?

Yes. There is no change in the permissible use or planning controls for the site. The land to be identified as a heritage item is well located in relation to existing public transport infrastructure, utility services, roads and essential services.

What are the views of State and Commonwealth public authorities consulted in the gateway determination?

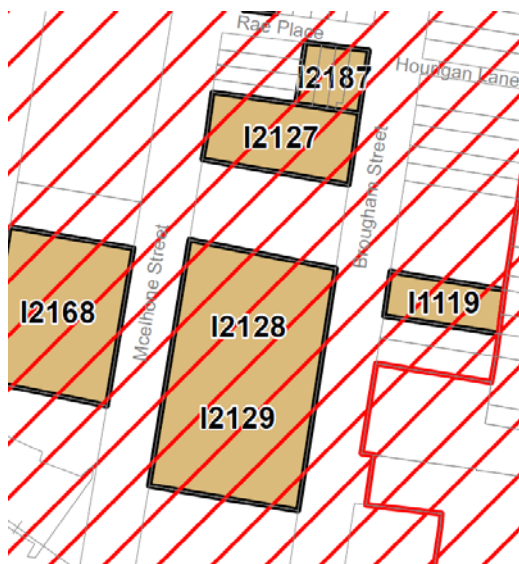
None. It is not considered necessary to consult with other public authorities as the Planning Proposal relates to the listing of a heritage item that is of local significance.

Part 4 – Mapping

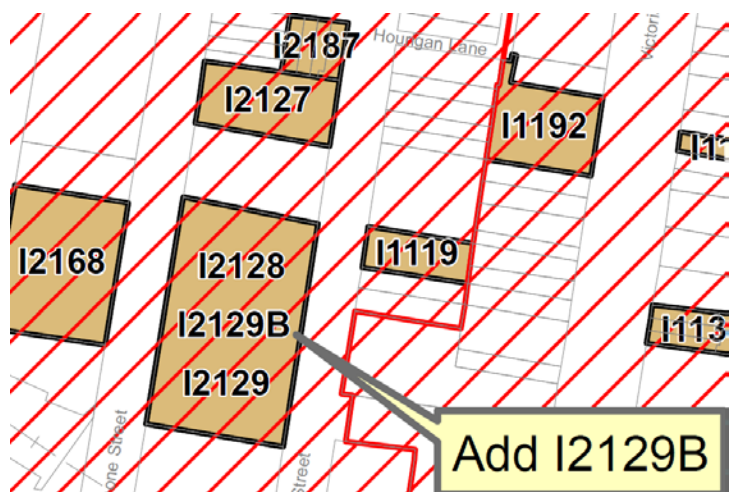
This Planning Proposal seeks to amend the Heritage Map in *Sydney Local Environmental Plan 2012* by identifying 163 Brougham Street, Woolloomooloo as a heritage item, refer to Map 1

Map 1: Heritage Map – Sheet HER_022

As existing:



As proposed:



Part 5 – Community Consultation

Public Exhibition

This Planning Proposal is to be exhibited in accordance with the Gateway Determination once issued by the Minister for Planning. It is anticipated the Gateway Determination will require a public exhibition for a period of not less than 14 days in accordance with section 4.5 of *A Guide to preparing Local Environmental Plans*.

Notification of the public exhibition will be via:

- the City of Sydney website; and
- in newspapers that circulate widely in the area; and
- letters to landowner and occupiers.

Information relating to the Planning Proposal will be on display at the following City of Sydney customer service centre:

- CBD – Level 3, Town Hall House, 456 Kent Street, Sydney NSW 2000

PART 6 – PROJECT TIMELINE

The anticipated timeframe for the completion of the planning proposal is as follows:

Action	Anticipated Date
Commencement / Gateway determination	2 June 2014
Pre-exhibition government agency consultation	10 June – 1 July 2014
Public Exhibition	17 June – 1 July 2014
Consideration of submissions	1 July – 9 July 2014
Post exhibition consideration of proposal	21 August 2014 (CSPC) 25 August 2014 (Council)
Draft and finalise LEP	25 August – 7 October 2014
LEP made (if delegated)	13 October 2014
Plan forwarded to DoPI for notification	17 October 2014

Appendix 1 – Heritage Assessment Report for 163-165 Brougham Street, Woolloomooloo prepared by TKD Architects Pty Ltd

Appendix 2 – Heritage Inventory Sheet for 163 Brougham Street, Woolloomooloo prepared by TKD Architects Pty Ltd



**161-165 Brougham Street
Woolloomooloo**

Heritage Assessment Report

Prepared for
City of Sydney

May 2013 • Issue A
Project number 13 0311

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CONTENTS

Contents	1
1 Introduction	2
1.1 Background and purpose of the report	2
1.2 Methodology and terminology	2
1.3 Limitations	2
1.4 Author identification	2
1.5 Site location and description	2
2 Historical background	4
2.1 Early site history	4
2.2 161-165 Brougham Street	5
2.3 The cliff face	9
3 Physical evidence	12
3.1 161-165 Brougham Street	12
3.2 163 Brougham Street	14
4 Comparative analysis	19
4.1 161-165 Brougham Street and Federation era housing in the locality	19
4.2 163 Brougham Street and the architecture of Ian McKay	20
5 Assessment of heritage significance	27
5.1 Introduction	27
5.2 Assessment for 161-165 Brougham Street	27
5.3 Assessment for 163 Brougham Street	28
6 Conclusions	29
7 References	30

Issue	Date	Purpose	Written	Approved
P1	20 May 2013	Draft issue for client review	RL	CMJ
A	29 May 2013	Final Issue	RL	

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1 INTRODUCTION

1.1 Background and purpose of the report

This Heritage Assessment Report has been prepared on behalf of the City of Sydney. It has been prepared to determine if the buildings at 161-165 Brougham Street, in particular 163 Brougham Street (also known as the Calidad Building), have sufficient heritage significance to warrant inclusion in Schedule 5 of Sydney Local Environmental Plan 2012. The buildings at 161-165 Brougham Street are not presently listed as heritage items by the City of Sydney.

The Calidad Building has been built above a cliff face on the eastern side of McElhone Street. The heritage significance of the cliff face heritage is also assessed.

1.2 Methodology and terminology

This report follows the general guidelines for Statements of Heritage Impact, set out in the NSW Heritage Manual, Heritage Office and Department of Urban Affairs and Planning (1996).

This report also follows the methodology and terminology described in *The Conservation Plan*, Sydney, National Trust of Australia (NSW), 5th edition 2000 by Dr J. S. Kerr and in the Australia ICOMOS *Burra Charter*, 1999 as described below. The methodology of these documents is combined with the State Heritage Register criteria to formulate an assessment of cultural significance (refer Section 3).

J.S. Kerr's *The Conservation Plan* considers the concept of cultural significance according to three qualities: The ability of a place to demonstrate a process, event, custom or style; associational (historical) links for which there may be no surviving evidence; and formal or aesthetic qualities.

The process of assessment of culturally significant places set out in the Australia ICOMOS *Burra Charter* breaks the concept of significance into "historic", "aesthetic", "technical/scientific" and "social" categories.

1.3 Limitations

Site access was restricted. Because of this the open sections of the site adjacent to the subject buildings and the building interiors were not inspected.

1.4 Author identification

This document was prepared by Dr Roy Lumby, Senior Heritage Specialist of Tanner Kibble Denton Architects. It was reviewed by Megan Jones, Practice Director of Tanner Kibble Denton Architects.

1.5 Site location and description

The subject property is located in a section of the property identified as 153-165 Brougham Street, Woolloomooloo. The property is also identified as part of Strata Plan 16624, which applies to 153-165 Brougham Street. 161-165 is situated at the southern end of the property. 163 Brougham Street, the Calidad Building, extends along the western side of the property and overlooks McElhone Street.



Figure 1 163 Brougham Street.
Source: Google Maps with Tanner
Kibble Denton overlay.



Figure 2 161-165 Brougham Street.
Source: Google Maps with Tanner
Kibble Denton Overlay.



2 HISTORICAL BACKGROUND

2.1 Early site history

The early European history of 161, 163 and 165 Brougham Street is closely linked to that of the larger site at 153-165 Brougham Street, which is part of land granted to Colonial Treasurer William Balcombe in 1828, Balcombe died in March the following year and the land was granted to Edward Hallen on 19 October 1831.

English-born Edward Hallen and his brother Ambrose were amongst the earlier architects to practice in NSW. Ambrose Hallen (d.1845) was appointed assistant surveyor to surveyor-general John Oxley and arrived in NSW in 1827, but instead of working under Oxley was appointed town surveyor. In 1829 his title was changed to architect and town surveyor, which position he held until 1832 when he was made colonial architect.

Edward Hallen (1803-1880) was appointed draughtsman to the surveyor-general in 1829. Soon after arrival in Sydney he set up in practice and formed a partnership with surveyor and landscape architect Edward Knapp, which lasted until June 1833. Both brothers lived on Woolloomooloo Hill. Edward built the house known as Telford Place. The house was named after the great English architect-engineer, Thomas Telford, who had given Ambrose a letter of recommendation when he applied for the post in New South Wales.

Edward produced several buildings of distinction, including Sydney Grammar School, the foundation stone of which was laid in January 1830 and Hereford House in Glebe (1829, since demolished). He may also have had a hand in the design of Lindesay at Darling Point (1834). However, by 1834 he decided to become a grazier, and obtained a property on the Castlereagh River where he raised sheep. He later returned to England where he joined the iron founding firm of Cottam & Hallen, but by 1865 had returned to Sydney and resumed business as a surveyor. In 1867 he went into partnership with Edward M'Evoy. The firm of Hallen & M'Evoy described themselves as civil engineers, surveyors and architects. After the partnership broke up in 1873 Hallen practised as a sole trader. He died on 11 January 1880.¹

Hallen submitted plans of Telford Place to the Governor for his approval in August 1831.² He lived there from 1832 to 1837, and then leased the property to merchant John Mackay for 5 years. Hallen and his wife mortgaged the property to Sir Ralph Darling in January 1839. The conditions of his grant were cancelled in 1841.³ Hallen subdivided part of his land and offered it for sale at the end of the year. Several new streets were proposed, running parallel to Woolloomooloo Road (later Macleay Street) and agreed to be opened by "the several Proprietors" whose land they traversed. The new streets were Victoria Street, Brougham Street, Dowling Street, Forbes Street and Bourke Street. A plan drawn by Edward Hallen clearly indicates the streets and the footprint of Telford Place - a simple rectangular building with a verandah at the front and rear. It was now close to the western alignment of Brougham Street.

¹ Morton Herman, 'Hallen, Edward (1803–1880)', Australian Dictionary of Biography, National Centre of Biography, Australian National University, <http://adb.anu.edu.au/biography/hallen-edward-2243/text2737>, accessed 8 April 2013.

² James Broadbent, *The Australian Colonial House*, pp.212-13.

³ *Villas of Darlinghurst*, p.20.

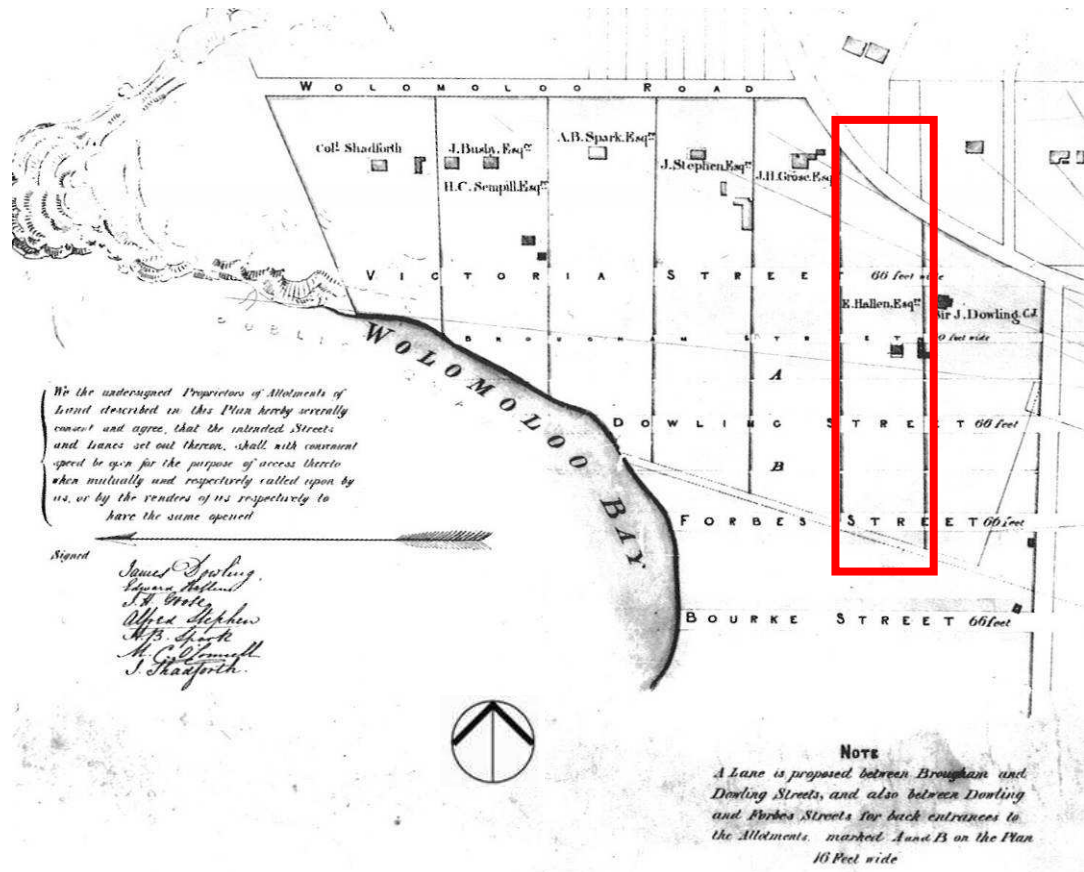


Figure 3 Edward Hallen's grant with Victoria, Duke (McElhone) Dowling and Forbes Street superimposed over it.

Source: State Library of NSW, "Copy of a plan drawn by E. Hallen shewing the position of the intended New Streets at Darlinghurst as agreed to be opened by the several Proprietors ...", 1842, reproduced in Broadbent, p.187.

46 allotments of Hallen's subdivision were offered for sale by auction, including the "mansion now occupied by - Drake" (Telford Place) in November 1841.

2.2 161-165 Brougham Street

The site of 161-165 Brougham Street is Lot 38 of the Hallen subdivision and is the southernmost of part of 153-165 Brougham Street. In February 1847 the title to Lot 38 was conveyed by Sir Ralph Darling to Peter or Patrick Murphy. Murphy seems have built a two storey house for investment purposes on part of the land, although evidence for this is not clear.⁴

In January 1879 Murphy sold Lot 38 to John Clement Beare. This is likely to have been the man of the same name who worked as a poulterer and greengrocer and arrived in Australia in the 1850s. Beare retired from business when he became an alderman on the City Council in 1881. He served on the Council until 1899 and died in 1902.

⁴ Council assessment records show Patrick Murphy owning developed property at 199 Brougham Street. Telford Place is understood to have been at 197 Brougham Street. The current street numbers were not adopted until the 1880s. Primary Application 2890 identifies the owner of the property as Patrick Murphy.

Beare held on to Lot 38 for about four years before selling it to John Hardie in February 1883. Hardie was a miller and baker (described in title documents as a bread and biscuit manufacturer), alderman of Brisbane Ward from 1879 until 1894 and mayor of Sydney in 1884. He died on 1 July 1904. His estate, which largely consisted of city property, passed into the control of trustees who happened to be family members.⁵ Two of the trustees, Hardie's son John Robert Hardie and son-in law George Grierson Kiss applied to convert 161-165 Brougham Street to Torrens Title in June 1905.⁶ It remained in the hands of several trustees.⁷



Figure 4 John Hardie in full mayoral garb, 1884.
Source: City of Sydney Archives NSCA
CRS 54/443.

An application for the construction of two storey, three bedroom semi-detached villas was lodged with the City Council towards the end of 1914 by J Heatley, who is thought to have been a building contractor.⁸ A designer is not attributed, although the building may well have been designed by Heatley himself.⁹ The villas were built as an investment and tenanted.

While the house appeared as a large dwelling, in one sense it was a recasting of the terrace house form, with a party wall extending above the ridge line. In other respects it was quite different. The main entrance was located well back from the street so that one entered the houses near the middle, into a stair hall that separated the "living room" from the "sitting room". There were no corridors on the ground floor as one passed through the "living room" past a generous pantry into a kitchen. The original plans suggest the kitchen also contained two tubs and a boiler for washing clothes. The w.c. was located next to the kitchen but on the outside of the residence. There were three bedrooms on the first floor, served by a single bathroom.

⁵ "Personal", *Sydney Morning Herald*, 6 September 1904, p.6.

⁶ Primary Application 13888 dated 9 June 1905.

⁷ Certificate of Title Volume 1664 Folio 238 dated 26 January 1906.

⁸ Builder John Heatley appears in a number of *Sydney Morning Herald* reports on building activity during the 1910s and 1920s.

⁹ City of Sydney Archives CRS 710 Building Application 792/14.

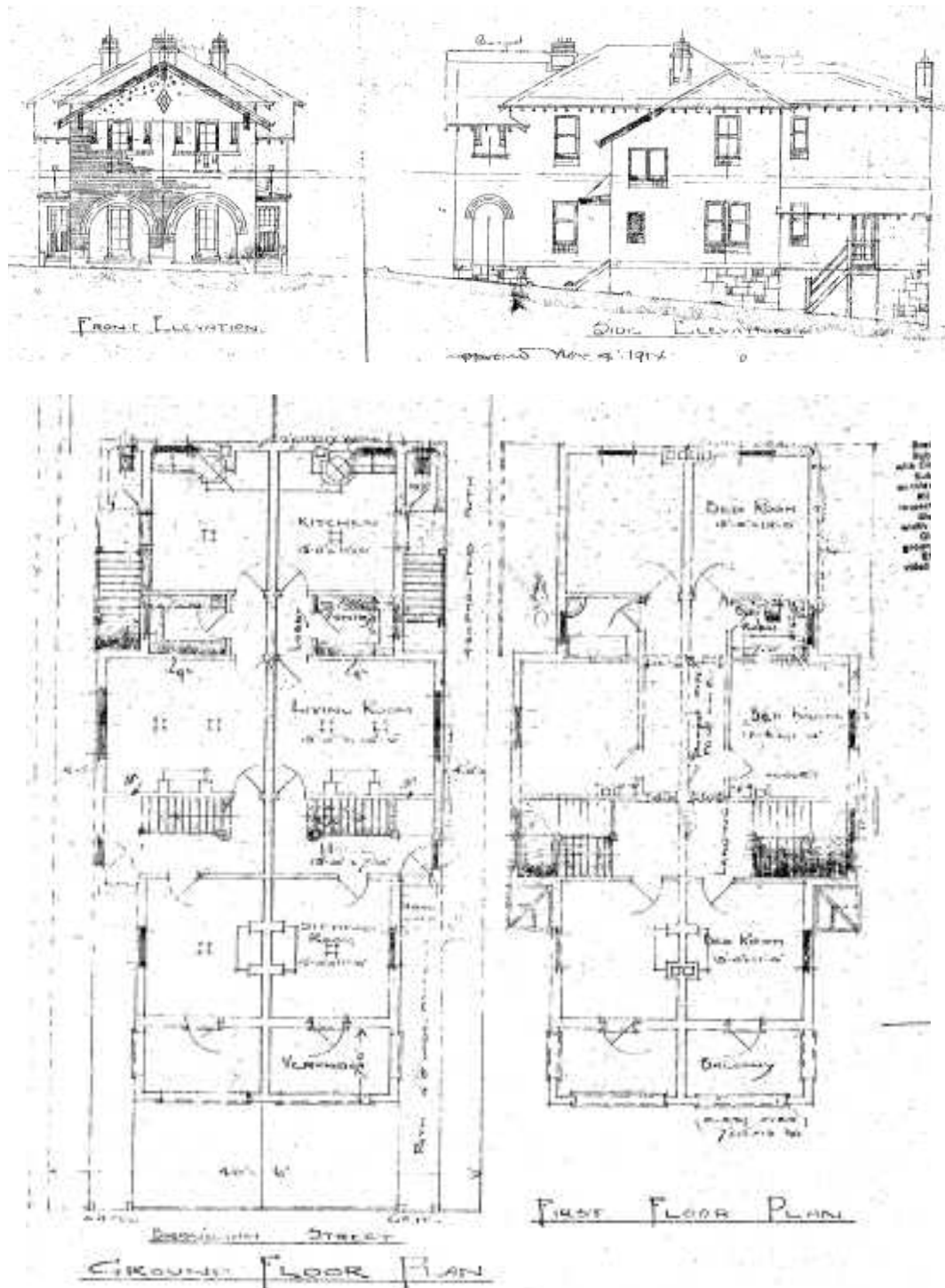


Figure 5 Brougham Street facade, north elevation and plans of 161-165 Brougham Street, as originally documented.
Source: City of Sydney Archives CRS 710 Building Application 792/14.



Figure 6 The rear of Telford Place and 161-165 Brougham Street at the beginning of 1920. The site of the Mothers and Babies Welfare centre in Dowling Street is being cleared for construction. Its foundation stone was laid in May 1920.
Source: State Library of NSW, GPO 1 – 38091.



Figure 7 1943 aerial photograph showing development at 153-165 Brougham Street (left) and the mid 1950s (right).
Sources: RTA – *From The Skies*; City of Sydney Archives - City Building Surveyor's Detail Sheets c.1956 – Sheet 7.

165 was distinguished by the name “Donaldo” by an early tenant, Ernest Furney, who lived there for about 12 years. In the second half of the 1940s (if not later) 163 was for a time known as “Strathnaver” House. Little seems to have happened to 161-165 Brougham Street for many years other than the enclosure of balconies in 1964,¹⁰ although the interiors may well have been modified before this. On 21 June 1957 the building was sold to printer William George Lyons and his wife Mavis.¹¹

Between November 1970 and January 1971 all of the buildings and land making up 141-51 Brougham Street and 153-165 Brougham Street were acquired by a company called Woolloomooloo Rentals No 4. A building application was lodged with Council in 1972 for a comprehensive development across the entire site owned by Woolloomooloo Holdings. It was designed and documented in the office of Ian McKay & Partners. As well as including alterations and additions to the various buildings along Brougham Street making up 141-165 Brougham Street, the major features of the development, not all of which proceeded, included infill buildings between 155 and 159 Brougham Street, and 159 and 161 Brougham Street, an additional storey over the existing structure on the western side of 153-165 Brougham Street (subsequently identified as 163 Brougham Street and also known as the Calidad Building) and internal modifications for shops, offices and exhibition spaces.¹²

141-165 Brougham Street was sold to Brodie Holdings around the end of 1979 and amalgamated onto one title. The following year 153-165 Brougham Street was converted to Strata Title.

2.3 The cliff face

The rocky character of Woolloomooloo Hill, with its sandstone ridges and meagre soils, was initially unattractive to early settlers. However, the ridges turned out to be a valuable source of building stone. This was initially quarried by convict gangs. Extraction continued into the second half of the nineteenth century, making use of the labour of convicts imprisoned in Darlinghurst Gaol.¹³ Quarrying along the western side of Woolloomooloo Hill may have commenced at a relatively late date. An 1822 plan of Sydney and its suburbs, which includes the western side of Woolloomooloo Hill, indicates a stone quarry on the western side of George Street in The Rocks but nothing similar further to the east.¹⁴

The sandstone stratum of Woolloomooloo Hill was obviously an asset to the new property owners of the 1820s and 1830s:

“Such is the fine quality of the stone on Woolloomooloo Hill, that Mr Busby, in fixing the value of the stone in his quarry, agreeably to the wish of a neighbour, who offered him in terms of the use of so much of it as would complete his house, estimated it at £200. As the whole promontory is of solid stone, what a mine of wealth is thus brought to light to enrich the proprietors of Official Town.”¹⁵

Busby’s 1828 grant was located to the north of Hallen’s land. Busby commissioned John Verge to design Rockwall, which occupies part of his grant.

What was known as The Vineyard, to the southeast of Telford Place, had been improved by the opening of a “fine quarry”, which was promoted as a major benefit when the sale of the property’s

¹⁰ City of Sydney Archives CRS 510 Building Application 2770/64.

¹¹ Certificate of Title Volume 1664 Folio 238.

¹² Proceedings of the Council of the City of Sydney, 1973, pp.10-11

¹³ <http://www.dictionaryofsydney.org/entry/darlinghurst>, accessed 19 April 2013.

¹⁴ State Library of NSW, Plan of the town and suburbs of Sydney, 1822

¹⁵ *The Sydney Monitor*, 5 October 1833, p.2.

subdivision was announced in March 1837. It was claimed that the potential for stone from it would cover the first cost of the entire estate.¹⁶ The Vineyard is understood to have been on Allotment 11 of the original villa subdivision of Woolloomooloo Hill. It was granted to William Carter, master of the Supreme Court, in 1830 but then re-granted to court registrar John Edye Manning in 1831. Manning established a vineyard on the property a couple of years later.



Figure 8 Portion of a plan of the original land grants along Woolloomooloo Hill. William Balcomb's land, re-granted to Edward Hallen, is highlighted. Busby's grant is at top left, while Carter's grant (Lot 11) is the pink allotment to the right of Balcomb's grant. Source: State Library of NSW: P L Bemi, Woolloomooloo, Potts Point, original lots, copy of the govt. Chart in the year 1829, Digital Order No a1400029.

The western section of Edward Hallen's grant was dominated by cliffs and rugged terrain. It is not known whether he or subsequent owners quarried any of the stone across the land. However, removal of a large amount of rock and stone took place during the 1850s development boom that followed the discovery of gold. The cliff line along the western side of the Hallen and adjoining grants was assaulted and a "mountain of rock" was cut away to form Forbes and Dowling Streets.¹⁷ A series of steps was constructed to provide access between the various streets.

A map from the 1840s delineating subdivision of part of Alexander Macleay's estate on the eastern side of Macleay Street also shows Hallen's property. While not strictly to scale, it does suggest that the "mountain of rock" may have included stone from Hallen's land, excavated to form a section of McElhone Street (refer to Figure 11).

¹⁶ *Sydney Gazette and New South Wales Advertiser*, 11 March 1837, p.4.

¹⁷ Isador Brodsky, *Sydney's Little World of Woolloomooloo*, p.26.



Figure 9 Part of an early 1840s subdivision plan of the Macleay Estate. The cliffs extending along the western and eastern side of Woolloomooloo Hill are clearly shown. The unlabelled portion of land below the property of T Barker Esquire is a remnant of The Vineyard.
Source: National Library of Australia nla.map-1596-e.



Figure 10 Portion of an undated photograph (after 1873) showing the strong presence of cliffs along the western side of Woolloomooloo Hill.
Source: State Library of NSW Digital Order No. A325060

3 PHYSICAL EVIDENCE

3.1 161-165 Brougham Street

161-165 Brougham Street is a two storey brick building with a hipped roof over most of the structure. The front (Brougham Street) section, which originally served as verandahs and balconies, has a gabled roof. The roofs are covered with corrugated steel sheet, although originally the majority is likely to have been covered with tiles or slate: the relatively shallow pitch of the roof over the rear section suggests it may always have been covered by metal sheeting. The facade gable is lined with roughcast cement render and decorated with a diamond of small diamond-shaped panels. The balcony and verandah openings have been enclosed. The top of the party wall extends above the roof line. First floor windows have been modified on the northern and western sides of the building and replaced with doors at ground floor level.

The 1914 drawings show that the building was constructed on a stone base to accommodate the slope of the site. This is no longer in evidence because the open space to its north has been built up to a flat surface and paved. Open space between extensions to 159 Brougham Street and 161-165 Brougham Street has been roofed over.

There is a swimming pool to the west of the building, adjacent to the southern end of 163 Brougham Street

Inside the building a substantial amount of change is understood to have taken place and the plan configuration altered, although original stair fabric has been retained. Photographs provided by the City of Sydney indicate that cornices and skirting boards have been removed from a number (if not all) spaces)



Figure 11 161-165 Brougham Street in the context of development to its south (left) and viewed from the east (right).

Photographs: Tanner Kibble Denton Architects.



Figure 12 161-165 Brougham Street viewed from the north (left) and from the northwest, within the internal courtyard (right).
Photographs: Tanner Kibble Denton Architects (left); City of Sydney (right).



Figure 13 Northern elevation of 161-165 Brougham Street.
Photographs courtesy City of Sydney.



Figure 14 West elevation of 161-165 Brougham Street (left) and swimming pool at the rear of the building (right). The south elevation of 163 Brougham Street is close to the edge of the pool.
Photographs courtesy City of Sydney.



Figure 15 Photographs of the remaining original stair and finishes within two of the rooms in 161-165 Brougham Street.
Photographs courtesy City of Sydney.

3.2 163 Brougham Street

163 Brougham Street is a long two storey timber building with a steeply pitched gabled roof. The roof is covered with steel decking and punctured by tall dormers rising above its ridge. There are three on either side of the ridge. The two northern dormers are wider than the others. The building's timber structure is extensively glazed on all four sides, including within the gables at either end. The east-facing dormers are also glazed while the west-facing dormers have louvers. Verandahs extend along the eastern side of the building, part of which presents as a single level to the internal court. Timber is generally stained and detailed expressively, such as in the configuration of the verandah posts and the protruding first floor verandah floor joists.



Figure 16 163 Brougham Street in the context of the western side of Woolloomooloo Hill. Although relatively contemporary in architectural expression, it fits harmoniously into an immediate context of late 19th and early 20th century residential buildings.
Photograph: Tanner Kibble Denton Architects.



Figure 17 163 Brougham Street, looking to the north along McElhone Street.
Photographs: Tanner Kibble Denton Architects.



Figure 18 Comparative photographs of 163 Brougham Street in 1980 (left) and 2013 (right).
Source: CRS Woolloomooloo photo collection 62670; Tanner Kibble Denton Architects.

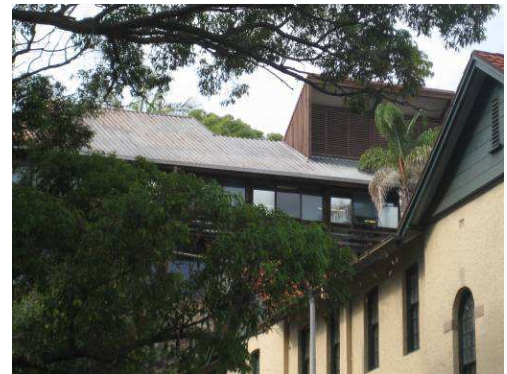


Figure 19 163 Brougham Street viewed from the east (left) and west from Reid Avenue.
Photographs: City of Sydney (left); Tanner Kibble Denton Architects (right).



Figure 20 Eastern side of 163 Brougham Street looking to the north (left) and northern section viewed between 153-155 Brougham Street and 159 Brougham Street. Photographs: courtesy City of Sydney.



Figure 21 Eastern, two storey section of 163 Brougham Street. Photograph courtesy City of Sydney



Figure 22 Northern elevation of 163 Brougham Street. Ian McKay & Partners' single storey structure at the rear of 141-145 Brougham Street is in front of it (left); southern end of 163 Brougham Street (right). Photographs: Tanner Kibble Denton (left); courtesy City of Sydney (right).

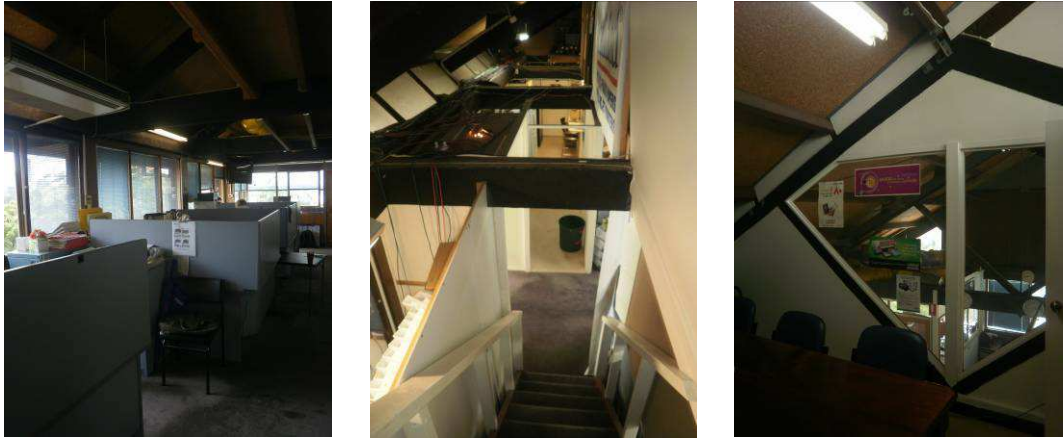


Figure 23 Various aspects of the building's interior.
Photographs courtesy City of Sydney.

The cliff face below 163 Brougham Street has been augmented by retaining walls and an opening at its base has been bricked up. It is described in the following photographs.



Figure 24 The stone wall above the cliff face at the rear of 153-155 Brougham Street may be the retaining wall for which a building application was lodged during 1923 (City of Sydney Archives BA 466/23).
Photograph: Tanner Kibble Denton Architects.

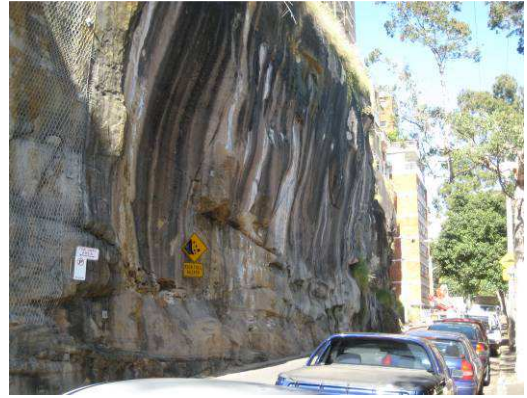
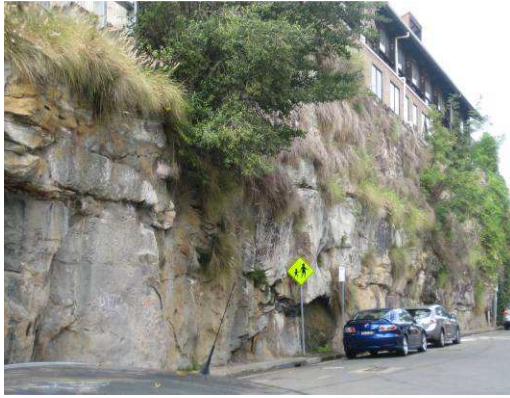


Figure 25 The cliff face below 163 Brougham Street (left) has a more rugged, fissured character than the cliff face below the Victoria Street development, to the south of Hordern Stairs, below 101-121 Victoria Street (right), which shows clear evidence of wave action on its surface. Photographs: Tanner Kibble Denton Architects.



Figure 26 Brick infill at the base of the cliff face, below the swimming pool at the rear of 161-165 Brougham Street (left). The date and reasons for the infill have not been ascertained, but the stone wall on the top of the cliff face (right) may be associated with the garages built during the 1920s at the back of 159 Brougham Street. The common brick wall above the stone wall may be part of the garages; the window openings were formed at some time after 163 Brougham Street was completed. Photographs: Tanner Kibble Denton Architects.

4 COMPARATIVE ANALYSIS

4.1 161-165 Brougham Street and Federation era housing in the locality

The subdivision of the original land grants along Woolloomooloo Hill was followed by the construction of rows of terrace houses along the various streets that were formed. This was not a uniform process and some sites were not fully developed until the twentieth century. Naturally enough, consolidation continued through the Federation era, from the 1890s through to World War I. The most characteristic form of dwelling seems to have been terrace housing, such as the row at 46-52 Victoria Street, which were built after the subdivision and sale of the Challis estate in 1890, the late nineteenth/early twentieth century houses at 52-62 Brougham Street and the pair a few doors along at 76-78 Brougham Street. The terrace at 45-63 Macleay Street was quite grand, a terrace of 10 houses designed by noted architect Maurice B Halligan for Maurice D Benjamin in 1896. Only five survive.

There was also the odd Federation era house, such as the house known as Killountan in Challis Avenue, designed by John Bede Barlow around 1893. By the beginning of the 1910s flats began to appear in increasing numbers. The first and in many ways the most remarkable was the multi-storey block known as Kingsclere in Greenknowe Avenue, designed by Halligan & Wilton in 1910 and squarely aimed at the upper end of the market.

161-165 Brougham Street is relatively late compared to the examples cited above and seems to be quite uncharacteristic of what was generally built in the locality. Its planning is more centralised than that of terrace housing and its form suggests a large single dwelling rather than a pair of them.



Figure 27 52-62 Brougham Street (left) and 76-78 Brougham Street (right).
Photographs: Tanner Kibble Denton Architects.



Figure 28 Aerial view of several of the dwellings at 45-63 Macleay Street. A number of the houses to the right have since been demolished.
Source: City of Sydney Archives.

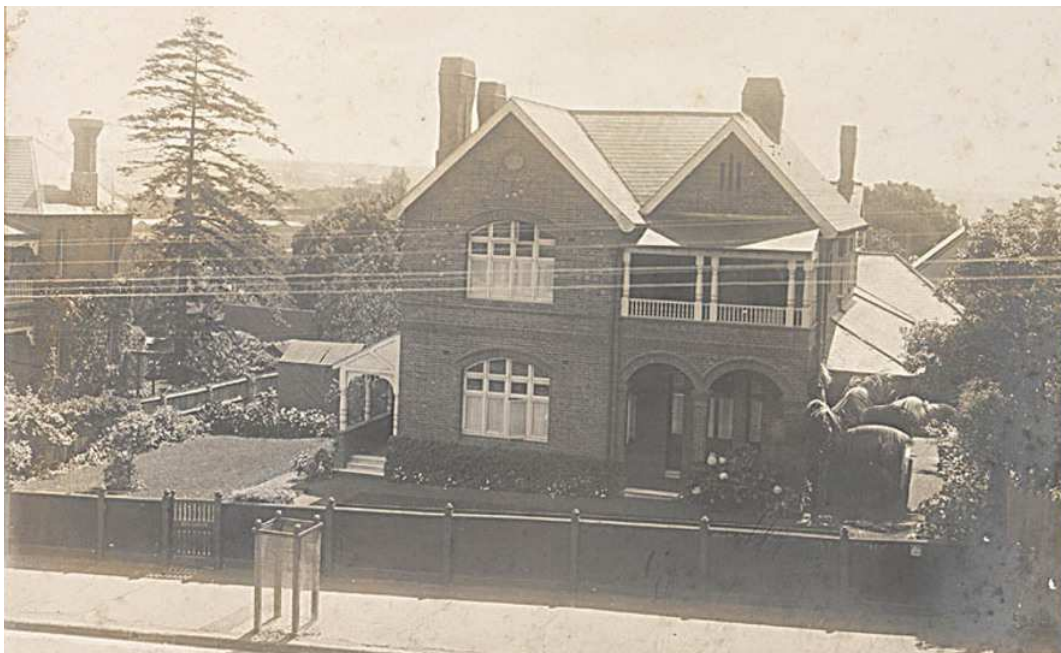


Figure 29 Killountan in Challis Avenue shortly after completion.
Source: State Library of NSW.

4.2 163 Brougham Street and the architecture of Ian McKay

Architect Ian McKay was born near Coonabarabran in September 1934, the son of a farmer who became a stock and station agent. He graduated from the NSW University of Technology in 1954. One of lecturers was architect Myles Dunphy, who was an ardent nature conservationist and instrumental the establishment of several national parks in NSW. McKay then spent several years travelling and working in Europe and Asia, attending the CIAM (International Congresses on Modern

Architecture) X in Dubrovnik, the tenth congress of this highly influential organisation devoted to using architecture as a tool that could improve the world through the design of buildings and through urban planning. He returned to Sydney in 1957 and set up his own practice, sharing office space with architect Bruce Rickard until 1962. McKay, like many of his contemporary young architects, was influenced by the work of Frank Lloyd Wright and Japanese architecture. By the time he and Rickard parted company his work was demonstrating sensitivity to its context and delight in exploiting the structural and intrinsic qualities of building materials. His work showed the influence of Wright in terms of planning and use of materials but was not overly derivative of it. It was characteristic of the approach of several architects at this time, which has become known as the Sydney School. McKay's work is considered to exemplify the organic, "Wrightian" strand of the Sydney School.¹⁸

Amongst his earliest projects was the LaSalle Building at the intersection of King and Castlereagh Streets, Sydney (1960-64), designed as a vertical shopping arcade devoted to women's retailing. At the other end of the architectural scale, the Hill House at Cootamundra (1960-62) experimented with preformed plywood and reinforced concrete along with a bold and very expression of the roof structure.

McKay went into partnership with recently graduated architect Philip Cox in 1963. They designed the St Andrews Presbyterian College at Leppington (1963) and the C B Alexander Presbyterian College at Tocal near Paterson (1964). Both projects were awarded the Sulman medallion (1963 and 1965) while C B Alexander won the RAIA's Blakett Award for 1966. The buildings "were not just residential exemplars of the Sydney School; they were also signals of a return to humanism in post-war institutional architecture and demonstrated an emerging interest in Australia's rural and homestead architecture as a source of design inspiration."¹⁹ They have been described as "interesting buildings as highly successful, large scale works in the romantic idiom and for the combination of the vigour of McKay and the sensitivity of Cox"²⁰ The massive timber structures of the chapel and roof of dining hall are considered to be typical of McKay's work and important milestones in his career.

After the Cox-McKay partnership was dissolved Ian McKay & Partners was formed and set up in his 7 Ridge Street, North Sydney (1968). A series of remarkable and sometimes influential buildings followed over the next six or so years. 163 Brougham Street was undertaken at this period. A number of projects were located in the Australian Capital Territory:

- The Manilla Presbyterian Church (1968) exploited the structural potential of plywood, building on what had been achieved at the Hill House in Cootamundra. Designed to seat 160, the deep alluvial soils resulted in a light and flexible building – an A framed structure of plywood trusses over a concrete slab. Its low battered brick walls and memorable roof form suggest Wright's influence was still acting on him;
- Cowra Civic Centre (circa 1969) was required to provide several functions – a multi-purpose hall suitable for concerts, a library, council offices and chamber and exhibition space. It was achieved through locating the hall and exhibition space/council chamber in two separate triangular structures linked by a two storey section containing the library and council offices. Bricks and timber were offset by concrete waffle slabs impressed with triangular voids;²¹

¹⁸ Jacqueline Urford, "The Sydney School", in Philip Goad and Julie Willis (editors), *Encyclopedia of Australian Architecture*, p.675.

¹⁹ Julie Willis and Anne Higham, "McKay, Ian", in Philip Goad and Julie Willis (editors), *Encyclopedia of Australian Architecture*, p.46.

²⁰ Jennifer Taylor, *Australian Architecture Since 1960*, p.43

²¹ "Cowra Civic Centre", *Architecture in Australia*, December 1970, pp.887-893.

- The Food Services Building at Woden (1969) delighted in structure - sculpted concrete buttresses, light steel trusses and boxed plywood roof framing – resulting in a dramatic interior. It was awarded the RAIA ACT Chapter's Canberra Medallion for architectural excellence in 1970. It was demolished in the first decade of the 21st century;
- The Swinger Hill Housing scheme (1970) for the National Capital Development Commission (NCDC) in the suburb of Phillip, near the Woden Town Centre. It was one of Australia's most ambitious medium density housing schemes, combining semi-detached, terrace and courtyard type dwellings. Only small sections were built to McKay's design, the rest being undertaken by private sector developers. The innovative scheme managed to gain wide public acceptance. McKay's dwellings were awarded the 1977 C. S. Daley Medal for housing by the ACT Chapter of the RAIA;
- The house for photographer David Moore house (1972), at Lobster Bay near Gosford was skilfully integrated with its site. Two large columns supported diagonal glazed trusses that form the basis of the house. Spaces were formed through leaning planes against or slinging them in between the trusses them. The interior is constructed of timber and plywood²². It is considered McKay's most dramatic building.

In 1975, Ian McKay resigned from Ian McKay and Partners and moved to his practise to northern NSW. His architecture became more low-key but still delighted in dramatic spaces and timber structures, and was linked to the natural character of sites. His own house at Mullumbimby (1978) consisted of a large pitched roof over single space with dark expressed frame. The contemporary Simpson House at Murwillumbah 1978 was also a huge single space, spreading over two levels in a response to topography. Its roof radiated from massive central timber posts while natural rock formations remained within the house. By way of contrast, the Cornell House outside Byron Bay (1981) was traditional and regional in character. McKay returned to Sydney for a time in 1980.²³ McKay's later works continue to be restrained, although still exhibiting an ongoing interest in structure and materials, along with consciousness of the environment and building within the local environment.

²² Howard Tanner, *Australian Housing in the Seventies*, p.73.

²³ Taylor, p.167.



Figure 30

Ian McKay photographed at his Studio in Kangaroo Valley.

Source: *Sydney Morning Herald, Good Weekend*, 19 September 1998.

Ian McKay used natural building materials in a robust manner and designed bold forms that demonstrate a great delight in building structures. He is one of NSW's key architectural practitioners of the "organic" architecture derived from the work of Frank Lloyd Wright and of the regional Modernist idiom known as the Sydney School.

The following portfolio of photographs summarises Ian McKay's work from 1960 to 2000.



Figure 31

La Salle Building, King and Castlereagh Street, Sydney (1960; left) and the Hill House at Cootamundra (1962; right).

Source: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013.

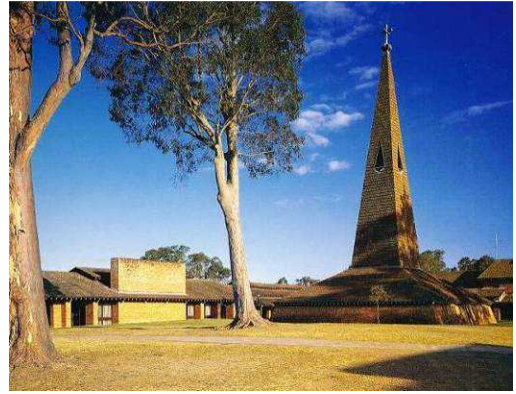


Figure 32 St Andrews Presbyterian College at Leppington (1963; left) and the C B Alexander Presbyterian College at Tocal (1964; right).
Source: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013.

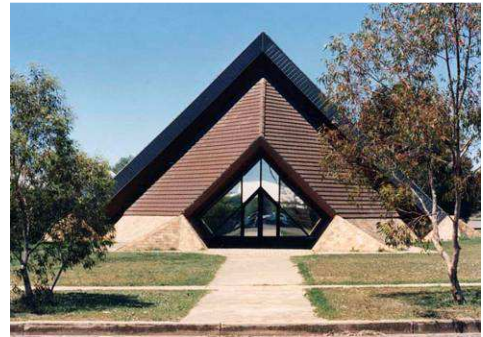


Figure 33 Slade House, Bayview (1966, left) and Manilla Presbyterian Church (1968; right).
Source: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013.



Figure 34 Medium density housing at Swinger Hill, Phillip, ACT (1970).
Source: National Archives of Australia image no's A6135, K28/7/75/15 and 20.

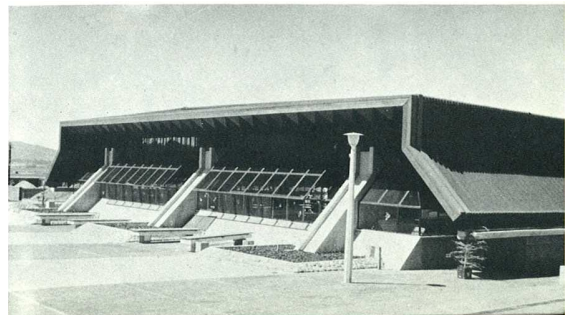


Figure 35 Group housing in ACT (1972; left) and Woden Food Services Building/Guardian House (1969; right).
Source: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013



Figure 36 David Moore House at Lobster Bay (1972; left) and development at 141-165 Brougham Street, Woolloomooloo (1972-73; right).
Sources: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013; CRS Woolloomooloo photo collection 63543



Figure 37 Cornell House, Byron Bay (1981; left) and Muswellbrook Council (1990; right)
Sources: Cornell House reproduced in *Australian Architecture Since 1960*, p.167; <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013.



Figure 38 Beach Hotel, Byron Bay (2000).

Source: <http://www.mckayarchitect.com.au/projects.html>, accessed 23 April 2013.

Although 163 Brougham Street may lack the visual impact and structural drama of Ian McKay's major projects it nevertheless shares several characteristics: exploiting opportunities to create interesting and impressive internal volumes, direct expression of geometry, extensive use of natural materials such as timber and brick, expressive roof forms and careful response to site and setting. 163 Brougham Street is an aesthetically engaging response to the provision of commercial space within a residential context, situated in a prominent location on top of a significant landscape element.

5 ASSESSMENT OF HERITAGE SIGNIFICANCE

5.1 Introduction

5.2 Assessment for 161-165 Brougham Street

Criterion A 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).

161-165 Brougham Street was constructed for investment purposes around 1915 and represents the consolidation of the locality around Potts Point that took place during the Federation era. It was not unique in this as there were other houses as well as flats built during this period.

Criterion B An item has strong or special association with the life or works of a person, or group of persons, of importance on NSW's cultural or natural history (or the cultural or natural history of the local area).

No evidence has been found to suggest that 161-165 Brougham Street was designed by an architect, let alone one of note.

Criterion C An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

161-165 Brougham Street has characteristics of the Federation Arts and Crafts style, such as the combination of hipped and gabled roofs, roughcast within the gable. The configuration of 161-165 Brougham Street, Federation era semi-detached dwellings, is unusual within the locality. However, the integrity of the building has been compromised by unsympathetic modifications to its exterior and interior.

Criterion D 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.

This criterion is not fulfilled.

Criterion E 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).

This criterion is not fulfilled. The building has been subjected to modifications that have removed original fabric and obscured its original character.

Criterion F 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).

This criterion is not fulfilled.

Criterion G An item is important in demonstrating the principal characteristics of a class of NSW's (or local area's) cultural or natural places; or cultural or natural environments.

161-165 Brougham Street is representative of medium density Federation-era residential development. It has some distinction because of its two storey semi-detached form.

5.3 Assessment for 163 Brougham Street

Criterion A 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).

163 Brougham Street does not have a high level of historical significance. It belongs to a time when there was extensive commercial and residential development taking place in the City of Sydney.

The cliff face along McElhone Street has significance because it is understood to furnish evidence of the transformation of the landscape necessary to provide accessible building allotments for the development and consolidation of Woolloomooloo in the mid nineteenth century.

Criterion B An item has strong or special association with the life or works of a person, or group of persons, of importance on NSW's cultural or natural history (or the cultural or natural history of the local area).

163 Brougham Street has strong associations with prominent and respected architect Ian McKay. The building demonstrates many of the characteristics of his work such as respect for building materials, delight in using timber as a structural material and a memorable, distinctive form. McKay's work is considered to exemplify an important strand of the Sydney School, which was influenced by the work of Frank Lloyd Wright.

Criterion C An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or the local area).

163 Brougham Street demonstrates several of the characteristics of the Sydney School and is a distinctive example of commercial architecture designed in that style.

163 Brougham Street makes a strong visual contribution to the locality in which it is sited.

Criterion D 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.

This criterion is not fulfilled.

Criterion E 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).

This criterion is not fulfilled.

Criterion F 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).

The building is considered to be an unusual example of Ian McKay's commercial architecture, situated in an unusual and highly prominent context.

Criterion G An item is important in demonstrating the principal characteristics of a class of NSW's (or local area's) cultural or natural places; or cultural or natural environments.

163 Brougham Street may be considered representative of Sydney School architecture.

6 CONCLUSIONS

161-165 Brougham Street, although a relatively unusual form of Federation era housing, does not have sufficient significance to warrant retention. This is because of the relatively high level of alteration that the building has undergone, so that it is difficult to understand its original configuration and functioning. The setting of the building has also been deleteriously modified.

163 Brougham Street has sufficient significance to warrant retention. Reasons for its significance include associations with an important architect and being a good representative example of his work, a relatively high level of integrity, contribution to the streetscape and good fit with the character of the locality.

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Heritage Data Form

ITEM DETAILS							
Name of Item	163 Brougham Street, Woolloomooloo						
Other Name/s Former Name/s	Calidad Building						
Item type (if known)	Built						
Item group (if known)	Commercial						
Item category (if known)	Commercial office/building						
Area, Group, or Collection Name							
Street number	163						
Street name	Brougham Street						
Suburb/town	Woolloomooloo					Postcode	2011
Local Government Area/s	City of Sydney						
Property description	Strata Plan 16624						
Location - Lat/long	Latitude				Longitude		
Location - AMG (if no street address)	Zone		Easting			Northing	
Owner	Strata Plan 16624						
Current use	Commercial						
Former Use	Commercial						
Statement of significance	163 Brougham Street has strong associations with prominent and respected architect Ian McKay and is considered to be an unusual example of his design for commercial purposes. It demonstrates many of the characteristics of his work such as respect for building materials, delight in using timber as a structural material and a memorable, distinctive form, along with several of the characteristics of the Sydney School. The building is a distinctive example of commercial architecture designed in that style. It has retained a relatively high amount of original fabric. 163 Brougham Street makes a strong visual contribution to the locality in which it is sited because of its architectural quality and siting in an unusual and highly prominent location on a cliff face rising above McElhone Street. The cliff face has significance because it is understood to furnish evidence of the transformation of the landscape necessary to provide accessible building allotments for the development and consolidation of Woolloomooloo in the mid nineteenth century. It may also furnish evidence of the original topography of the area prior to European settlement.						
Level of Significance	State ☐				Local ☒		

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DESCRIPTION						
Designer	Ian McKay & Partners					
Builder/ maker						
Physical Description	163 Brougham Street is a long two storey timber building with a steeply pitched gabled roof. The roof is covered with steel decking and punctured by tall dormers rising above its ridge. There are three on either side of the ridge. The two northern dormers are wider than the others. The building's timber structure is extensively glazed on all four sides, including within the gables at either end. The east-facing dormers are also glazed while the west-facing dormers have louvers. Verandahs extend along the eastern side of the building, part of which presents as a single level to the internal court. Timber is generally stained and detailed expressively, such as in the configuration of the verandah posts and the protruding first floor verandah floor joists.					
Physical condition and Archaeological potential	The building appears to be in sound physical condition.					
Construction years	Start year		Finish year	1974	Circa	☒
Modifications and dates						

HISTORY	
Historical notes	The early European history of 161, 163 and 165 Brougham Street is closely linked to that of the larger site at 153-165 Brougham Street, which is part of land granted to Colonial Treasurer William Balcombe in 1828, Balcombe died in March the following year and the land was granted to Edward Hallen on 19 October 1831. English-born Edward Hallen and his brother Ambrose were amongst the earlier architects to practice in NSW. Ambrose Hallen (d.1845) was appointed assistant surveyor to surveyor-general John Oxley and arrived in NSW in 1827, but instead of working under Oxley was appointed town surveyor. In 1829 his title was changed to architect and town surveyor, which position he held until 1832 when he was made colonial architect. Edward Hallen (1803-1880) was appointed draughtsman to the surveyor-general in 1829. Soon after arrival in Sydney he set up in practice and formed a partnership with surveyor and landscape architect Edward Knapp, which lasted until June 1833. Both brothers lived on Woolloomooloo Hill. Edward built the house known as Telford Place. The house was named after the great English architect-engineer, Thomas Telford, who had given Ambrose a letter of recommendation when he applied for the post in

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	New South Wales. Edward produced several buildings of distinction, including Sydney Grammar School, the foundation stone of which was laid in January 1830 and Hereford House in Glebe (1829, since demolished). He may also have had a hand in the design of Lindesay at Darling Point (1834). However, by 1834 he decided to become a grazier, and obtained a property on the Castlereagh River where he raised sheep. He later returned to England where he joined the iron founding firm of Cottam & Hallen, but by 1865 had returned to Sydney and resumed business as a surveyor. In 1867 he went into partnership with Edward M'Evoy. The firm of Hallen & M'Evoy described themselves as civil engineers, surveyors and architects. After the partnership broke up in 1873 Hallen practised as a sole trader. He died on 11 January 1880. Hallen submitted plans of Telford Place to the Governor for his approval in August 1831. He lived there from 1832 to 1837, and then leased the property to merchant John Mackay for 5 years. Hallen and his wife mortgaged the property to Sir Ralph Darling in January 1839. The conditions of his grant were cancelled in 1841. Hallen subdivided part of his land and offered it for sale at the end of the year. Several new streets were proposed, running parallel to Woolloomooloo Road (later Macleay Street) and agreed to be opened by "the several Proprietors" whose land they traversed. The new streets were Victoria Street, Brougham Street, Dowling Street, Forbes Street and Bourke Street. A plan drawn by Edward Hallen clearly indicates the streets and the footprint of Telford Place - a simple rectangular building with a verandah at the front and rear. It was now close to the western alignment of Brougham Street. 46 allotments of Hallen's subdivision were offered for sale by auction, including the "mansion now occupied by - Drake" (Telford Place) in November 1841. 161-165 Brougham Street. The site of 161-165 Brougham Street is Lot 38 of the Hallen subdivision and is the southernmost of part of 153-165 Brougham Street. In February 1847 the title to Lot 38 was conveyed by Sir Ralph Darling to Peter or Patrick Murphy. Murphy seems have built a two storey house for investment purposes on part of the land, although evidence for this is not clear. In January 1879 Murphy sold Lot 38 to John Clement Beare. This is likely to have been the man of the same name who worked as a poulterer and greengrocer and arrived in Australia in the 1850s. Beare retired from business when he became an alderman on the City Council in 1881. He served on the Council until 1899 and died in 1902. Beare held on to Lot 38 for about four years before selling it to John Hardie in February 1883. Hardie was a miller and baker (described in title documents as a bread and biscuit manufacturer), alderman of Brisbane Ward from 1879 until 1894 and mayor of Sydney in 1884. He died on 1 July 1904. His estate, which largely consisted of city property, passed into the control of trustees who happened to be family members. Two of the trustees, Hardie's son John Robert Hardie and son-in law George Grierson Kiss applied to convert 161-165 Brougham Street to Torrens Title in June 1905. It remained in the hands of several trustees. An application for the construction of two storey, three bedroom semi-detached villas was lodged with the City Council towards the end of 1914 by J Heatley, who is thought to have been a building contractor. A designer is not attributed, although the building may well have been designed by Heatley himself. The villas were built as an investment and tenanted. 165 was distinguished by the name "Donaldo" by an early tenant, Ernest Furney, who lived there for about 12 years. In the second half of the 1940s (if not later) 163 was for a time known as "Strathnaver" House. Little seems to have happened to 161-165 Brougham Street for many years other than the enclosure of balconies in 1964, although the interiors may well have been modified before this. On 21 June 1957 the building was sold to printer William George Lyons and his wife Mavis. Between November 1970 and January 1971 all of the buildings and land making up 141-51 Brougham Street and 153-165 Brougham Street were acquired by a company called Woolloomooloo Rentals No 4. A building application was lodged with Council in 1972 for a comprehensive development across the entire site owned by Woolloomooloo Holdings. It was designed and documented in the office of Ian McKay & Partners. As well as including alterations and additions to the various buildings along Brougham Street making up 141-165 Brougham Street, the major features of the development, not all of which proceeded, included infill buildings between 155 and 159 Brougham Street, and 159 and 161
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	Brougham Street, and internal modifications for shops, offices and exhibition spaces. An additional storey was added over the existing structure on the western side of 153-165 Brougham Street, constructed as garages associated with Telford Place in the 1920s. The garages were also modified as part of the works. The building was subsequently identified as 163 Brougham Street (also known as the Calidad Building) 141-165 Brougham Street was sold to Brodie Holdings around the end of 1979 and amalgamated onto one title. The following year 153-165 Brougham Street was converted to Strata Title. The cliff face 163 Brougham Street is situated directly above a cliff face that rises above Brougham Street. The rocky character of Woolloomooloo Hill, with its sandstone ridges and meagre soils, was initially unattractive to early settlers. However, the ridges turned out to be a valuable source of building stone. This was initially quarried by convict gangs. Extraction continued into the second half of the nineteenth century, making use of the labour of convicts imprisoned in Darlinghurst Gaol. Quarrying along the western side of Woolloomooloo Hill may have commenced at a relatively late date. An 1822 plan of Sydney and its suburbs, which includes the western side of Woolloomooloo Hill, indicates a stone quarry on the western side of George Street in The Rocks but nothing similar further to the east. The sandstone stratum of Woolloomooloo Hill was obviously an asset to the new property owners of the 1820s and 1830s, who made money out quarrying stone and selling it. The western section of Edward Hallen's grant was dominated by cliffs and rugged terrain. It is not known whether he or subsequent owners quarried any of the stone across the land. However, removal of a large amount of rock and stone took place during the 1850s development boom that followed the discovery of gold. The cliff line along the western side of the Hallen and adjoining grants was assaulted and rock was cut away to form Forbes and Dowling Streets. A series of steps was constructed to provide access between the various streets. Part of Hallen's land may have been excavated to form a section of McElhone Street.
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THEMES	
National historical theme	Developing local, regional and national economies Building settlements, towns and cities Marking the phases of life
State historical theme	Commerce Towns, suburbs and villages Persons

APPLICATION OF CRITERIA	
Historical significance SHR criteria (a)	163 Brougham Street does not have a high level of historical significance. It belongs to a time when there was extensive commercial and residential development taking place in the City of Sydney. The cliff face along McElhone Street has significance because it is understood to furnish evidence of the transformation of the landscape necessary to provide accessible building allotments for the development and consolidation of Woolloomooloo in the mid nineteenth century. It may also furnish evidence of the original topography of the area prior to European settlement.
Historical association significance	163 Brougham Street has strong associations with prominent and respected architect Ian McKay. The building demonstrates many of the characteristics of his work such as respect for building materials, delight in using timber as a structural material and a memorable, distinctive form. Ian McKay's work is considered to be important because it is associated with the Sydney School aesthetic of the 1960s

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SHR criteria (b)	and 1970s, particularly the organic strand influenced by the work of important twentieth century American architect Frank Lloyd Wright.
Aesthetic significance SHR criteria (c)	163 Brougham Street demonstrates several of the characteristics of the Sydney School and is a distinctive example of commercial architecture designed in that style. 163 Brougham Street makes a strong visual contribution to the locality in which it is sited. 163 This is because of its architectural quality and siting in an unusual and highly prominent location on a cliff face rising above McElhone Street.
Social significance SHR criteria (d)	This criterion is not fulfilled.
Technical/Research significance SHR criteria (e)	This criterion is not fulfilled.
Rarity SHR criteria (f)	The building is considered to be an unusual example of Ian McKay's commercial architecture, situated in an unusual and highly prominent context.
Representativeness SHR criteria (g)	163 Brougham Street is a good representative example of a Sydney School style commercial building.
Integrity	The exterior of the building appears to have retained a substantial amount of original fabric.

HERITAGE LISTINGS

Heritage listing/s	

INFORMATION SOURCES

Include conservation and/or management plans and other heritage studies.

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Type	Author/Client	Title	Year	Repository
Written	Morton Herman	'Hallen, Edward (1803–1880)', Australian Dictionary of Biography, National Centre of Biography, Australian National University		http://adb.anu.edu.au/biography/hallen-edward-2243/text2737 , accessed 8 April 2013.
Written	James Broadbent	<i>The Australian Colonial House: architecture and society in New South Wales 1788-1842</i>	1997	Private library
Written		<i>The Villas of Darlinghurst</i>	2002	Private Library
Written	Isador Brodsky	<i>Sydney's Little World of Woolloomooloo.</i>	1966	State Library of NSW
Written		<i>Sydney Morning Herald</i>	6 Sept 1904 p.6	http://trove.nla.gov.au/newspaper
Written		<i>The Sydney Monitor</i> , 5 October 1833, p.2.	5 Oct 1833 p.2	http://trove.nla.gov.au/newspaper
Written		<i>Sydney Gazette and New South Wales Advertiser</i> , p.4.	11 March 1837	http://trove.nla.gov.au/newspaper
Written	City of Sydney	Proceedings of the Council of the City of Sydney, pp.10-11	1973	City of Sydney Archives
Written		Primary Application 2890	1871	Land and Property Information
Written		Primary Application 13888	1905	Land and Property Information
		Certificate of Title Volume 1664 Folio 238 dated 26 January 1906.		Land and Property Information
Drawing		CRS 710 Building Application 792/14.	1914	City of Sydney Archives
Written		CRS 510 Building Application 2770/64.	1964	City of Sydney Archives
Written	Mark Dunn	"Darlinghurst" in <i>Dictionary of Sydney</i>		http://www.dictionaryofsydney.org/entry/darlinghurst , accessed 19 April 2013
Map		Plan of the town and suburbs of Sydney, 1822	1822	State Library of NSW

RECOMMENDATIONS

Recommendations	163 Brougham Street should be retained and conserved. A Heritage Impact Statement should be prepared for the building prior to any major works being undertaken. There shall be no vertical additions to the building and no alterations to the exterior of the building that have a negative impact on their appearance. Significant external and original features including verandahs, dormers and stairs should be retained and conserved. External timber should continue to be stained and should not be painted. The scope for additions to the building is extremely limited due to site constraints. The
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	introduction of any items to improve the building's sustainability performance should be undertaken carefully so that it does not impact on the appearance of the building or interfere with intact spaces within it.
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SOURCE OF THIS INFORMATION			
Name of study or report		Year of study or report	
Item number in study or report			
Author of study or report			
Inspected by			
NSW Heritage Manual guidelines used?		Yes ☒	No ☐
This form completed by	Tanner Kibble Denton Architects	Date	2013

IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	163 Brougham Street viewed from Dowling Street (Woolloomooloo photo collection: 63543)				
Image year	c.1975	Image by		Image copyright holder	City of Sydney

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	Looking south along McElhone Street (Woolloomooloo photo collection: 63418).				
Image year	1975	Image by		Image copyright holder	City of Sydney

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	163 Brougham Street viewed from the southwest (Woolloomooloo photo collection: 62670).				
Image year	1980	Image by		Image copyright holder	City of Sydney

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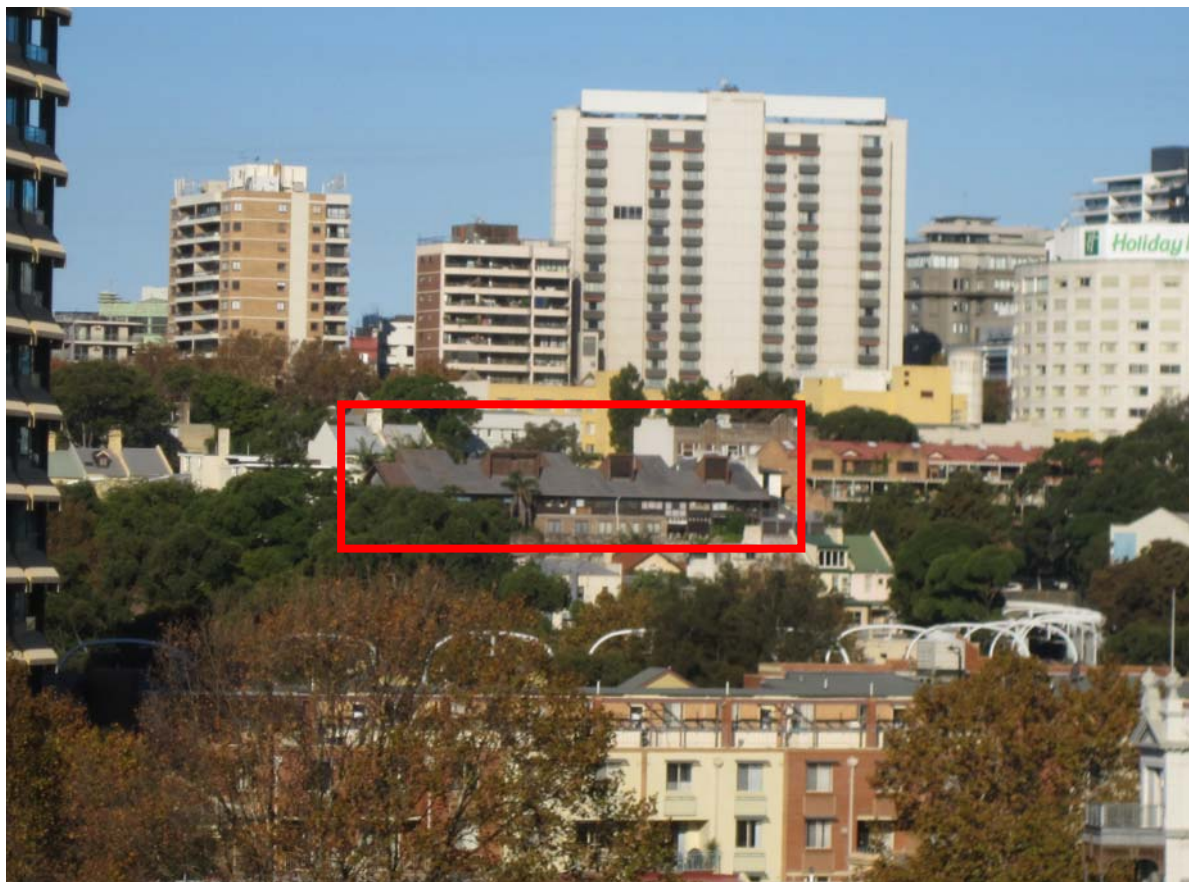


IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	The context of 163 Brougham Street, viewed from the west near the Art Gallery of NSW. 163 Brougham Street is highlighted.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	163 Brougham Street viewed from the southwest along McElhone Street.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	Northern end of 163 Brougham Street.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	163 Brougham Street viewed from Reid Avenue.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	163 Brougham Street viewed from the south east on McElhone Street.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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IMAGES - 1 per page

Please supply images of each elevation, the interior and the setting.

Image caption	McElhone Street cliff face below 163 Brougham Street.				
Image year	2013	Image by	Tanner Kibble Denton Architects	Image copyright holder	Tanner Kibble Denton Architects

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