



Planning Proposal

Heritage listing of Alexandria Hotel, Eveleigh

October 2015

Sydney 2030 Green/Global/Connected

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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 Alexandria Hotel at 35 Henderson Road, Eveleigh, 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 land of Alexandria Hotel was excluded from local planning instruments prior to December 2012, when Sydney Regional Environmental Plan 26 applied to the site. Sydney Regional Environmental Plan 26 (SREP 26) was amended in December 2012 to remove land covered by Sydney Local Environmental Plan 2012 when the comprehensive local plan came into force from 14 December 2014.

Despite the site being covered by SREP 26, the hotel was identified in the South Sydney heritage study completed in 1994-1995, as contributing to the Alexandria Park conservation area when this area was recommended for listing. The hotel is located opposite the Alexandria Park conservation area which extends to the southern side of Henderson Road.

The land of the hotel comprises Lot A of deposited plan 82630, shown at Figure 1. The street awning extends over the footpath.

In early 2015, City of Sydney engaged Tanner Kibble Denton (TKD Architects) to prepare a heritage assessment of this hotel. This assessment was completed in May 2015, shown at Appendix 1. This assessment recommended listing the hotel as a heritage item primarily because of its local historical importance, associations with a prominent firm of specialist hotel architects, its integrity and its outstanding representative qualities.



Figure 1: Property containing the Alexandria Hotel (Image: SIX maps)

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On 5 June 2015, a development application proposing demolition of the hotel was lodged (D/2015/772). This application proposed a new development on the land, also including the adjoining land parcels not occupied by the subject building. The deemed refusal of this application is currently the subject of an appeal in the Land and Environment Court.

Council made an interim heritage order (IHO) over the Alexandria Hotel on 28 July 2015 in order to investigate its heritage significance and listing.

City of Sydney Council has been authorised to make interim heritage orders by the Minister for Heritage under section 25 of the Heritage Act since 2013. Conditions in this authorisation set the limits on Council's use of this power.

Councils can make orders when a potential heritage item is or is likely to be of heritage significance, is under threat of demolition or unsympathetic alteration and does not have statutory heritage protection. These and other conditions were satisfied for the Alexandria Hotel order.

The proponent for the development application has lodged an appeal against the interim heritage order in the Land and Environment Court, which will be considered together with the appeal against deemed refusal of the application.

This planning proposal is the first stage in formally investigating the heritage significance of the Alexandria Hotel, as required following the making of an interim heritage order.

Council's resolution to exhibit the item on the heritage schedule of Sydney Local Environmental Plan 2012 will extend the interim heritage order for another 6 months for a total 12 months, to 27 July 2016. This will provide the necessary time to complete the investigation of the heritage significance and listing of the hotel through the plan-making process, including community consultation.

Listing will ensure the hotel's heritage significance is considered when major developments are determined.

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 Alexandria Hotel at 35 Henderson Road, Eveleigh, to protect the local heritage significance this 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
Eveleigh	Alexandria Hotel including interiors	35 Henderson Road	Lot A, DP 82630	Local	I2223

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 of Alexandria Hotel at 35 Henderson Road, Eveleigh, prepared by Tanner Kibble Denton, shown at Appendix 1. The assessment concluded that the Alexandria Hotel had sufficient heritage significance to warrant listing.

The Alexandria Hotel is a fine and representative example of an inter-war suburban hotel. Dating from 1935, the hotel demonstrates the work of prominent hotel architects, Rudder & Grout, for the Tooth & Co brewery. With an uncommon level of integrity, the building exemplifies the planning and design of suburban hotels constructed in NSW during the 1930s.

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

Yes. Appropriate heritage protection of the Alexandria Hotel may only be achieved through its identification as a heritage item in an environmental planning instrument.

No other equivalent form of statutory demolition control is available in the planning system to ensure heritage issues are identified early in the development planning process and impacts on heritage significance considered when major developments are proposed. As the hotel has been identified for its local heritage significance, it does not qualify for listing as state significant heritage under the Heritage Act.

The temporary listing under the Heritage Act 1977 of the interim heritage order will lapse on 27 July 2016 and Council can make no further heritage orders for this property. The planning proposal actions the intent of the interim heritage order to investigate the property for listing through the plan-making process.

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 assessing the consistency of this planning proposal with metropolitan-wide objectives, both recently adopted and draft strategies have been considered.

A Plan for Growing Sydney is the current metropolitan strategy and was published by the NSW Government in December 2014. This adopted plan replaces the draft *Metropolitan Strategy for Sydney to 2031*, released in March 2013, and the existing *Metropolitan Plan for Sydney 2036*. The draft *Sydney City Sub-regional Strategy* is also applicable.

The response of the planning proposal to these plans and strategies is provided in the following tables.

Table 1 – Consistency with *A Plan for Growing Sydney*

Consistency with A Plan for Growing Sydney	
Directions	Consistency
3.1: Revitalise existing suburbs	Consistent. The planning proposal to list a historic pub as a heritage item supports the revitalisation of the suburb by maintaining a diversity of buildings and uses that contribute to the liveability of the suburb, community connections and sense of place, and attract people and business to the local areas.
3.4: Promote Sydney's heritage, arts and culture 3.4.4: Identify and re-use heritage sites, including private sector re-use through the priority precincts program	Consistent. The planning proposal to list a historic pub as a heritage item will promote the heritage of Alexandria and the re-use of this building to contribute to the cultural life of communities. This in turns promotes the renewal of the suburb by retaining and re-using these historic buildings as place-makers to support future growth.

Table 2 – 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	Consistent. The planning proposal is to provide protection for a building with heritage significance to contribute to the urban renewal of the former industrial centre of Sydney.

Table 3 – 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	Consistent. 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	Consistent. The listing of the Alexandria Hotel is consistent with promoting Sydney's heritage and culture.

Table 4 – Consistency with *Sydney City Draft Sub-regional Strategy*

Consistency with Sydney City Draft Subregional Strategy	
Strategy E: Environment, Heritage and Resources	
Directions	Consistency

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Consistency with Sydney City Draft Subregional Strategy	
E6: Conserve Sydney's Cultural Heritage	Consistent. The planning proposal identifies a heritage item to conserve part of Sydney's cultural heritage.

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 Alexandria Hotel 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 5. Those SEPPs which have been repealed or were not finalised are not included in this table.

Table 6 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 5 – 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 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 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)	Consistent. The planning proposal will not contradict or hinder application of this SEPP.
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 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.

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State Environmental Planning Policy (SEPP)	Comment
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 (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
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Not applicable
SEPP (Exempt and Complying Development Codes) 2008	Consistent. The planning proposal will not contradict or hinder application of this SEPP.
SEPP (Miscellaneous Consent Provisions) 2007	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	Consistent. The planning proposal will not contradict or hinder application of this SEPP.
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 6 – Consistency with former Sydney Regional Environmental Plans (REPs) now deemed SEPPs.

Regional Environmental Plan (REPs)	Comment
Sydney REP No 8 (Central Coast Plateau Areas)	Not applicable
Sydney REP No 9—Extractive Industry (No 2—1995)	Not applicable
Sydney REP No 16—Walsh Bay	Consistent – The planning proposal will not contradict or hinder application of this REP.
Sydney REP No 18—Public Transport Corridors	Not applicable
Sydney REP No 18—Rouse Hill Development Area	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 26—City West	Not applicable to land to which Sydney LEP applies.
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 7 below.

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Table 7 – 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 assessed heritage significance of the Alexandria Hotel.
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.
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
5.9	North West Rail Link Corridor Strategy	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		

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7.1	Implementation of A Plan for Growing Sydney	Consistent. The planning proposal does not contradict or hinder achievement of the planning principles, directions, and priorities of <i>A Plan for Growing Sydney</i> .
7.2	Implementation of Greater Macarthur Land Release Investigation	Not applicable

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 encouraging the retention of an existing building 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 Alexandra Hotel 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 that will alter demand for public infrastructure.

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

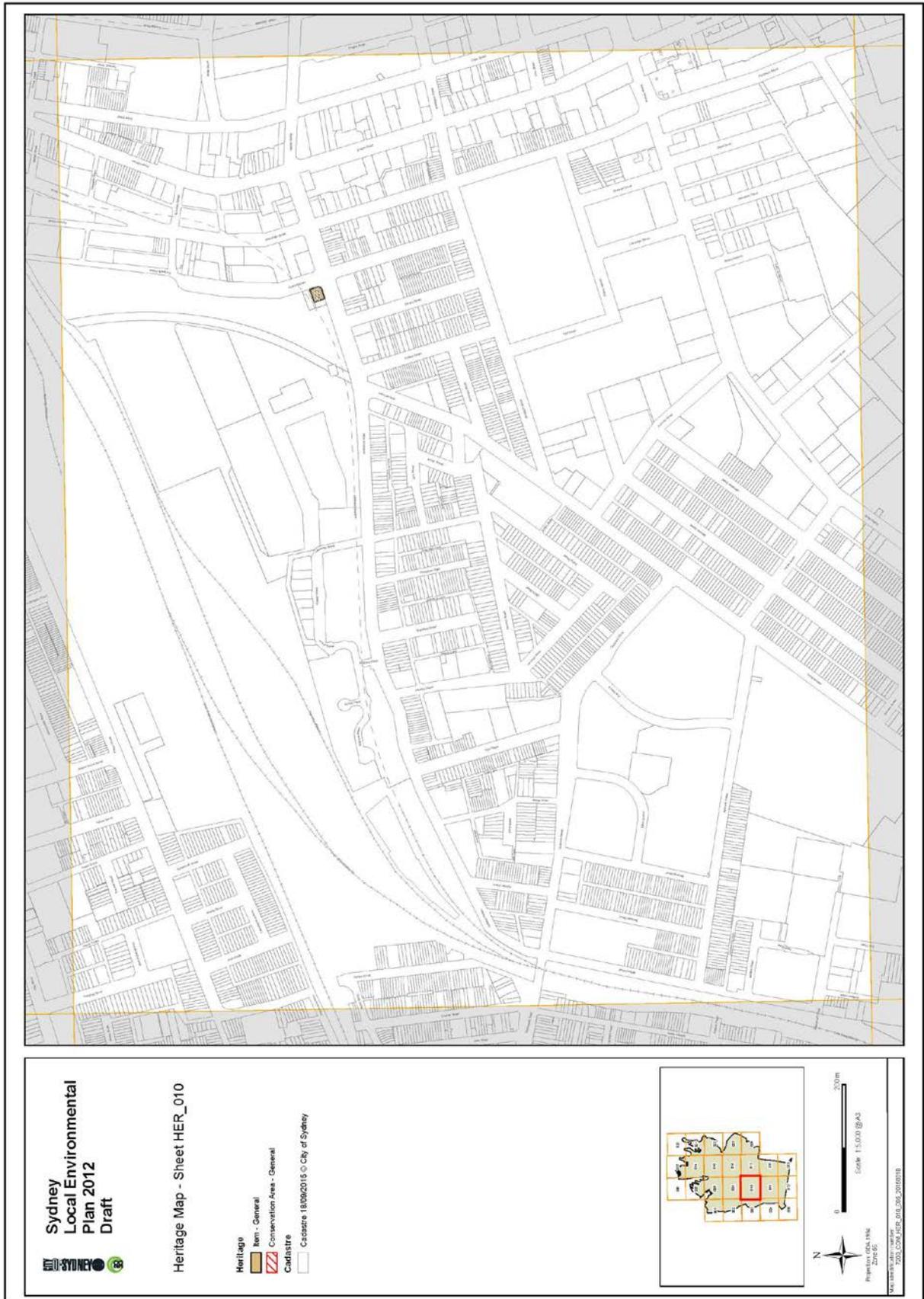
None. It is not considered necessary to consult with other public authorities as the planning proposal relates to the listing of a heritage item that is of local significance.

Part 4 – Mapping

This planning proposal seeks to amend the Heritage Map in *Sydney Local Environmental Plan 2012* by identifying 35 Henderson Road, Eveleigh as a heritage item. Refer to Map 1 over the page.

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Map 1: Heritage Map – Sheet HER_010



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*.

Given the level of interest in this site and the potential for exhibition to extend over a holiday period, an extended notification period of 28 days is recommended.

Notification of the public exhibition will be via:

- the City of Sydney website;
- in newspapers that circulate in the area; and
- letters to the landowner, occupant and neighbouring landowners.

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

- CBD – Level 2, 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
IHO commences	28 July 2015
Decision on planning proposal	22 October (CSPC), 26 October 2015 (Council)
Commencement / gateway determination	23 November 2015
Pre-exhibition government agency consultation	N/A
Public exhibition	7 December 2015 – 3 January 2016
Consideration of submissions	December 2015 – January 2016
Post-exhibition consideration of proposal	March 2016 meetings
Draft and finalise LEP	April 2016
LEP made (if delegated)	May 2016
Plan forwarded to DPE for notification	June 2016
IHO lapses, unless revoked earlier	27 July 2016

Appendix 1 – Heritage assessment report for Alexandria Hotel at 35 Henderson Road, Eveleigh, prepared by Tanner Kibble Denton (TKD Architects)