

HERITAGE IMPACT STATEMENT

469-483 Balmain Road, Lilyfield



MAY 2023



NBRS & PARTNERS Pty Ltd
4 Glen Street
Milsons Point
NSW 2061 Australia

Telephone +61 2 9922 2344
Email architects@nbrs.com.au

ABN: 16 002 247 565

Nominated Architects
Andrew Duffin: NSW Reg No. 5602

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HERITAGE IMPACT STATEMENT FOR 469-483 BALMAIN ROAD, LILYFIELD

1.0 INTRODUCTION

This Heritage Impact Statement has been prepared in accordance with the standard guidelines of the NSW Heritage Division to accompany an application for proposed works at 469-483 Balmain Road, Lilyfield.

This report has been prepared to accompany a Concept Proposal and Detailed Development Application (DA) for a development comprising residential flat buildings, light industries and creative spaces at 469-483 Balmain Road, Lilyfield (the Site). The proposed development aims to incorporate character buildings on the Site and construct buildings that are complementary to the surrounding residential neighbourhood and general industrial zone.

The proposal has been designed by CHROFI.

The subject property is not listed as an item of local heritage significance, however it is located in the vicinity of the following local heritage item, listed on Schedule 5 of the *Inner West Local Environmental Plan (LEP) 2022*:

- 'Timber Cottage,' 8 Fred Street, Lilyfield, item number I1195

It is also in the vicinity of the 'Callan Park Conservation Area and Buildings,' Balmain Road, Lilyfield, listed on the NSW State Heritage Register, item no. #00818, as a heritage item of State significance.

The site contains two buildings defined as "character" buildings by Inner West Council in their draft site-specific Development Control Plan (DCP) for the site. This includes the 1907 former Pilchers Bakery and the c.1917 former Administrative Building, which are located in the northeast corner of the site. The site is also located within the Commercial/Industrial Sub Area of the Nanny Goat Hill Distinctive Neighbourhood defined in Section C2.2.4.2 (f) of the *Leichhardt Development Control Plan 2013*.

1.1 BACKGROUND

The following background information on the project has been provided by Ethos Urban:

A Planning Proposal (PP) related to the Site was approved on February 25, 2021, which sought the following amendments to the IWLEP 2022:

- A maximum building height of 23 metres, equivalent to 6 storeys.
- An increase in floor space ratio (FSR) of to 2.2:1.
- Permitting a mixed-use development on the Site that includes residential flat buildings subject to:
 - Requiring at least 6,000m² of the total gross floor area will be set aside for employment uses.
 - Requiring at least 1,200m² of the 6,000m² set aside for employment uses will be used for creative purposes.
 - Requiring the development to provide for the adaptive reuse of existing buildings on the land, as far as is practicable; and

- Requiring at least 5% of the gross floor area that is to be used for the purposes of residential accommodation as affordable housing for a period of at least 30 years.

Further, the PP included the preparation and implementation of a site-specific development control plan (DCP), which includes the following summarised key objectives:

- Encouragement of continued employment alongside service and creative spaces with quality residential apartments above.
- Retention and enhancement of the industrial character of the area by fostering the adaptive re-use of existing character buildings, whilst promoting design excellence for future development.
- Fostering compatibility and harmony between employment and residential uses
- Obtainment of a suitable mix of housing types that are affordable and adaptable.
- Provision of an accessible and public plaza that is well connected to the surrounding streets.
- Appropriate vehicle access and traffic impact management through encouraging active and public transport and the necessary car parking facilities.
- Requiring new development to remain sympathetic to nearby heritage significant buildings and areas.

Site-specific DCP Amendments

Since the approval of the PP, further design work has been undertaken to refine the scheme in specific areas to achieve an improved outcome. Most notably, the massing of the scheme has scaled back and redistributed to better its relationship with surrounding development and between buildings within the Site. Further, buildings have been reorientated to improve amenity outcomes for future and surrounding occupants, particularly with respect to solar access and obtainment of views. Also, greater permeability has been achieved through the Site with the introduction of new pedestrian links that will be publicly accessible. Other inconsequential amendments are also proposed to the betterment of the scheme and to assist with the application of the DCP itself.

Despite the abovementioned refinements, the essence and intent of the previously endorsed site-specific DCP has been retained and a similar mix of uses, scale of buildings and development outcome will be achieved.

1.2 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the guidelines set out in the *Australia ICOMOS Charter for Places of Cultural Significance*, 2013, known as The Burra Charter, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, NSW Heritage Manual.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of The Burra Charter. The NSW Heritage Manual explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

1.3 SITE LOCATION

The site is located on the southern side of Balmain Road, Lilyfield. The site runs through to Fred Street at the rear. It is identified as Lot 2 DP1015843 by the NSW Land Registry Services (LRS).

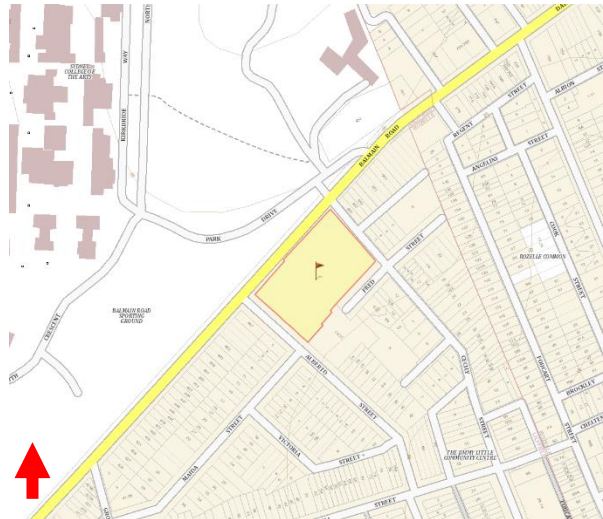


Figure 1: Street map with the subject site outlined in red and highlighted in yellow. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)



Figure 2: Street map with the subject site outlined in red and highlighted in yellow. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)

1.4 HERITAGE MANAGEMENT FRAMEWORK

The subject property is not listed as an item of local heritage significance, however it is located in the vicinity of the following local heritage item, listed on Schedule 5 of the *Inner West Local Environmental Plan (LEP) 2022*:

- 'Timber Cottage,' 8 Fred Street, Lilyfield, item number I1195

It is also in the vicinity of the 'Callan Park Conservation Area and Buildings,' Balmain Road, Lilyfield, listed on the NSW State Heritage Register, item no. #00818, as a heritage item of State significance.

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development, local topography, roadways and distance, and do not warrant assessment as part of this report.

The site also contains two existing buildings, defined as “character” buildings by Inner West Council. This includes the 1907 former Pilchers Bakery and the c.1917 former Administrative Building, which are located towards the northeast corner of the site.

The site is also located within the Commercial/Industrial Sub Area of the Nanny Goat Hill Distinctive Neighbourhood defined in Section C2.2.4.2 (f) of the *Leichhardt Development Control Plan 2013*.

1.5 PREVIOUS REPORTS

NBRS ARCHITECTURE undertook a Heritage Assessment of the Site in August 2016, which encompassed two character buildings located in the northeast section of the Site, dating from 1907 and 1917. That report concluded that neither building demonstrated the NSW State Heritage Criteria at a level that would warrant listing at the Local level, but the external form of the former bakery complex was characteristic of a warehouse or factory and may be suitable for adaptation for other uses subject to planning approval.

In April 2017, Inner West Council engaged GML Heritage Pty Ltd to undertake a review of current and potential heritage items within Inner West Council Local Government Area (LGA) including a further assessment of the Site. That assessment recommended the retention and adaptation of all surviving fabric comprising the former Pilchers Bakery Warehouse (1907) and the ABBCO site (1917) located in the northeast section of the Site.

Roche Group subsequently amended the Proposal to retain and adapt these character buildings. The revised scheme was reviewed by NBRS ARCHITECTURE, who then prepared a letter in April 2019 supporting the amended Proposal.

NBRS ARCHITECTURE addressed the concern raised by Inner West Council in December 2019 regarding the omission of potential impacts on adjoining heritage items in their report. Specifically, council sought to understand the impact of the proposed development's scale, which included a six-storey building, on the adjacent State heritage item, Callan Park Conservation Area, and the local heritage item at 8 Fred Street, Lilyfield. Following a further inspection, NBRS concluded that the proposal would not compromise or alter the heritage significance of either the Callan Park Conservation Area & Buildings or 8 Fred Street, Lilyfield.

1.6 AUTHORSHIP

This report was prepared by Christiane Moodie, Senior Heritage Consultant, and Sophie Bock, Principal of NBRS.

1.7 LIMITATIONS

This report is limited to the assessment of potential impacts on the European cultural heritage values of the site and does not include Aboriginal and Archaeological assessment. This report only addresses the relevant planning provisions that relate to heritage.

1.8 COPYRIGHT

Copyright of this report remains with the author, **NBRS**. Unless otherwise noted, all images are by the author.

2.0 DOCUMENTARY EVIDENCE

The following history for the site is sourced from the Heritage Assessment prepared for the site by NBRS in August 2016.

2.1 PRE-EUROPEAN HISTORY

Early European accounts indicate the Wangal clan, who were part of the Eora or Dharug tribes, lived on the shores of the Parramatta River, stretching westwards from Port Jackson. The landscape in the vicinity of the subject site was densely timbered with plentiful wildlife. Shell middens on Callan Point, together with axe grinding grooves and rock paintings, are evidence of the Wangal people's habitation within the Leichhardt Municipality.

A smallpox epidemic in 1789/90 killed thousands of the Aboriginal people in the Sydney region. It is estimated that over half the Dharug people died from the disease. European settlement destroyed Aboriginal food resources in the area leading to food shortages and violent conflicts with settlers, convicts and soldiers.

2.2 THE LAND GRANTS

The site is situated in the original Municipality of Leichhardt, a district composed of 15 original land grants made between 1789 and 1821. The last four grants to be issued in the district were those on the north western edge and these grants comprise the estates which now form the Rozelle Hospital site and parts of the suburbs of Rozelle and Lilyfield.

The land occupied by the subject property was originally part of a grant of 50 acres made to Luke Ralph in 1821, (Portion 113, Parish of Petersham) which was re-granted to Charles Henry Chambers & James Davidson in 1841. This land adjoined another 50 acre grant to the south made to Francis Lloyd in 1819 by Governor Macquarie, (Portion 112 Parish of Petersham). These combined grants stretched from Iron Cove to Rozelle Bay. To the west Lawrence Butler received a grant of 100 acres in 1819 (Portion 114, Parish of Petersham). By the 1840s these three grants were in the common ownership of John Ryan Brenan and became known as the Brenan Estate, later Callan Park now Kirkbride.

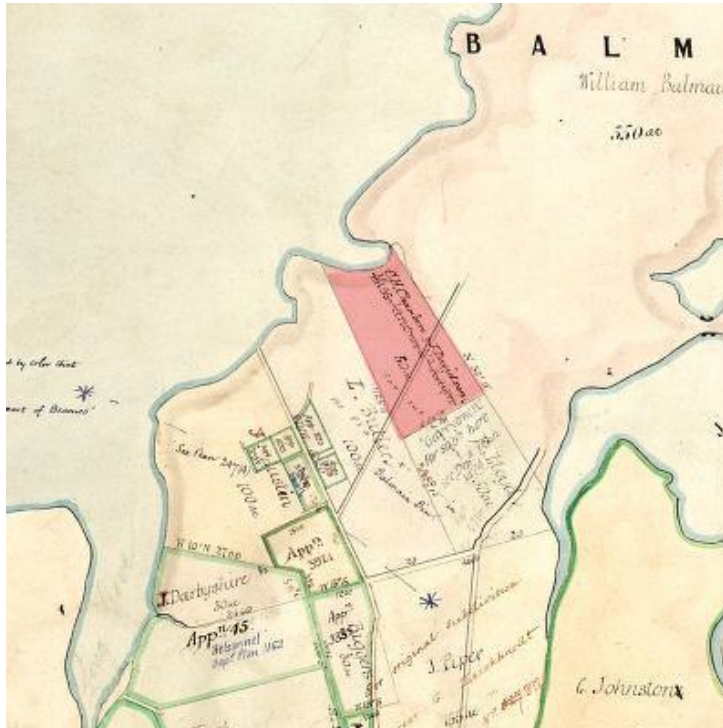


Figure 3 - Detail from Petersham Parish Map showing the original land grants to Ralph, Lloyd and Butler and the early road pattern. (Source: Dept of Lands Parish Map (Petersham) MN04 14072901)

2.3 JOHN RYAN BRENNAN 1798-1868

John Ryan Brennan, arrived in the Colony in 1834, taking on a role as a senior public official under the Governorship of Governor Bourke. Brennan was a solicitor by training and he continued a small private law practice which gave him the income to dabble in speculative investments, many of which failed. Brennan is described as a colourful figure in Colonial political and economic life.

In 1839 Brennan purchased the 100 acres originally granted to Lawrence Butler and, the following year, acquired the adjoining 50 acres granted of Luke Ralph. He called his estate 'Brenan', an Irish reference to his origins in Limerick, and built a two-storeyed house in 1841. Despite his frequent financial crises, Brennan managed to retain and develop the house and grounds in a manner suitable to his perception of his standing in Colonial society and public life. Brennan stood unsuccessfully for Parliament in 1843, he was however briefly the member for South Cumberland in 1856.

He acquired Lloyd's 50 acre grant that adjoined his land to the south in 1854 and offered the combined 200 acres for sale as the subdivision of the Western Hamlet of Balmain, retaining for himself and his family *Brenan House* and grounds, including a waterfront allotment and an extensive orangery. The subdivision was unsuccessful and Brennan was forced to increase his mortgages to survive. Brennan had built at least two houses on his land for rental income in the early 1840s, the rental was insufficient to cover his debts and his creditors foreclosed in 1864. Brennan died four years later.

In 1860 and 1861 however Brennan sold a section of the land on the south eastern side of Balmain Road to John Phelan (just over 3 acres) and to William Russell, solicitor (about 8 acres). Phelan who was the chief clerk of the Supreme Court in 1858 and the undersheriff in

1863¹ resided on his land for a short time before selling it in 1873 to William Brade, accountant.² Brade's property "Sunnyside" consisted of a weatherboard house with a detached kitchen and stables and his family lived on the property until the early 1900s. William Russell is recorded as living at "Maida" on Balmain Road from 1864 to 1900.³

Balmain Road initially a track connecting Parramatta Road to the Balmain Estate was sparsely settled with *Elswick* and *Brenan* the most conspicuous buildings for many years. *Maida* and *Sunnyside* occupied the southern side of the road between Cecily Street and Grove Street in the latter decades of the 19th century.

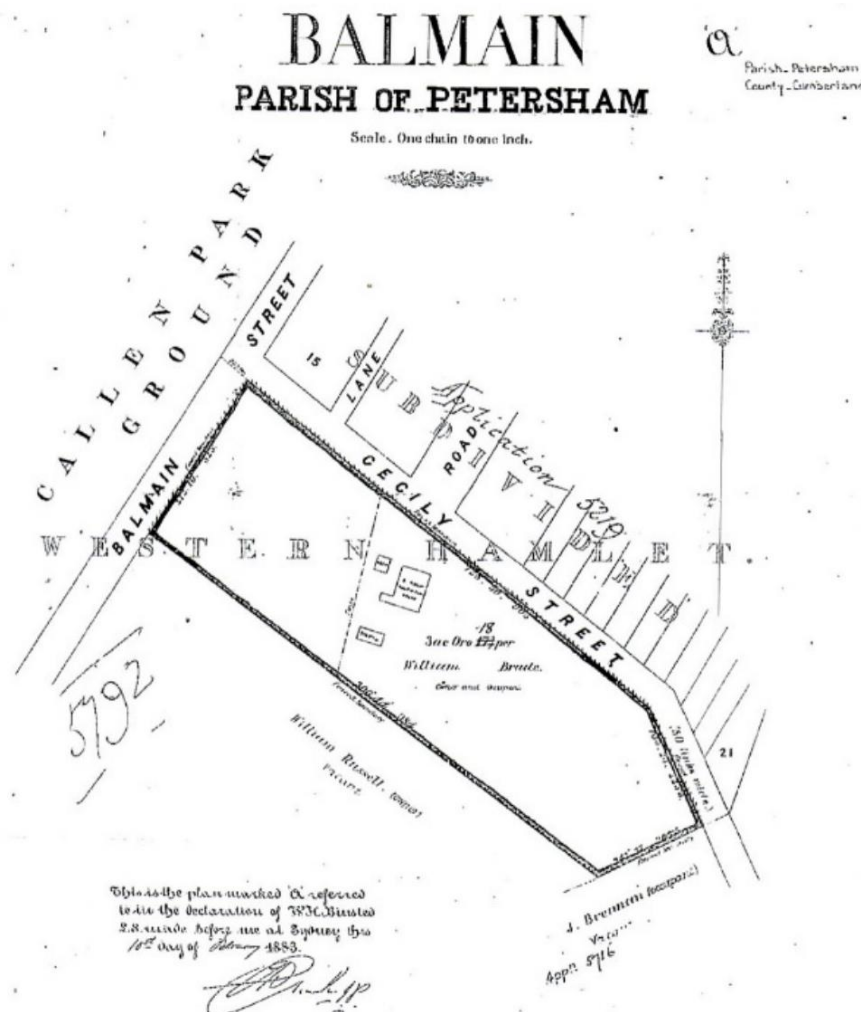


Figure 4 – Plan showing the land included in Primary Application 5792 to William Brade. (Source: Lands Department)

¹ Sands Sydney & Suburban Directory

² Conveyance dated 25th July 1873

³ Sands Sydney & Suburban Directory



Figure 5 - Sydney Water Detail Sheet 1888 showing the future location of the original bakery shaded green included as part of William Brade's land. (Source: Sydney Water Plan Room)

The Rozelle area changed dramatically from the late 1850s. Construction of the Pyrmont Bridge in 1857, followed by the Glebe Island Bridge in 1862 opened up the area to speculative development which was more realistic than those attempted in the 1840s and 1850s. The construction of the Iron Cove Bridge was undertaken in the 1880s linking Balmain to the Drummoyne peninsular.

Brenan and most of the surrounding land on the northern side of Balmain Road was purchased by John Gordon in 1865 and was subdivided as the Callan Park Estate which was eventually purchased by the NSW Government for the establishment of a new Hospital for the Insane.

Balmain Road cut across the original Ralph grant separating the portion which adjoined Lloyd's land from the portion which was to become Callan Park. The junction between the two grants was at the rear of properties in Ann Street, now O'Neill Street. The eastern border of these grants was the boundary between Balmain and Leichhardt Local Council areas in the late 19th century.

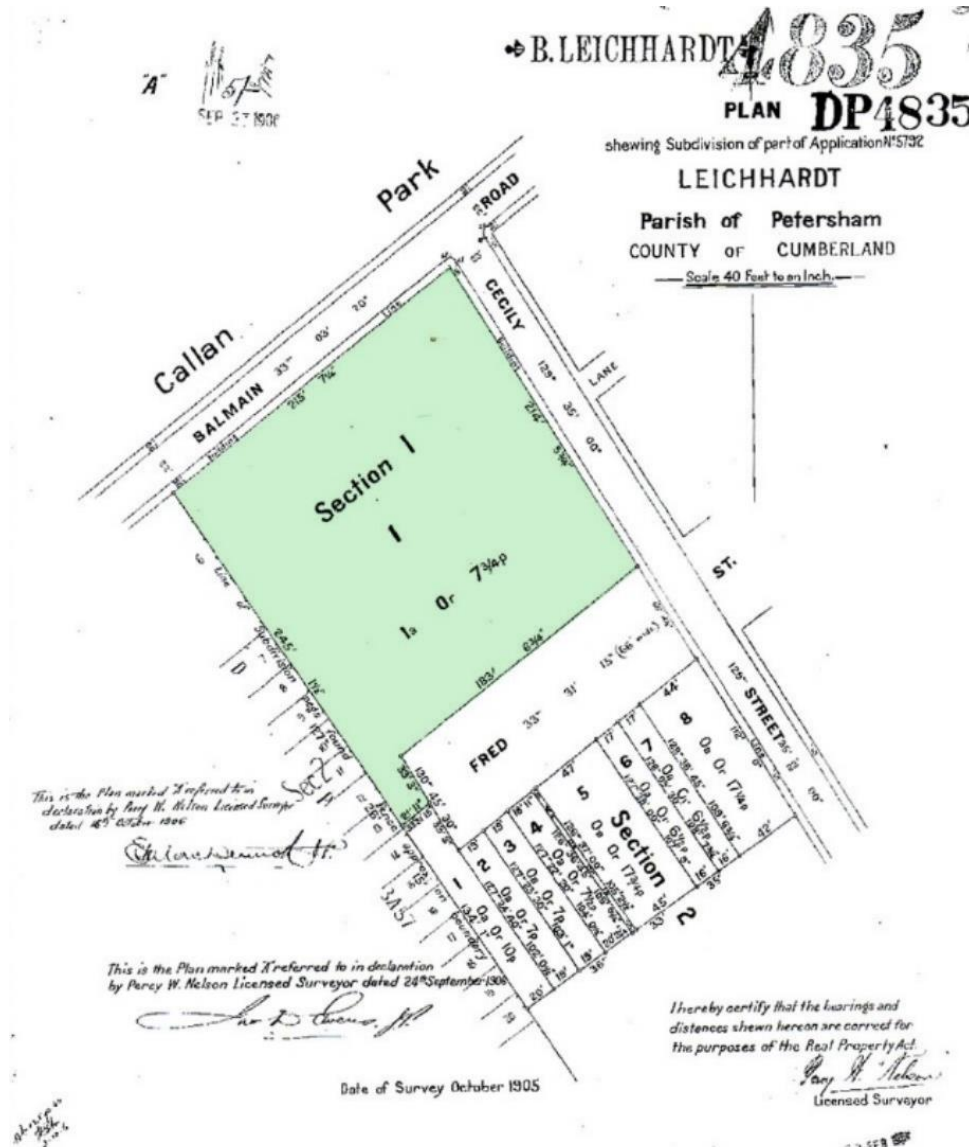


Figure 6 - DP 4835 showing a subdivision of Brade's land. The land purchased by Frederick Pilcher for his bakery is shaded green. (Source: Lands Department)

When John Brade died in 1897 the property was inherited by his wife Julia who continued to occupy the house. Subdivision began in 1905 with the creation of Fred Street and the subdivision of the front portion of the land. In November 1906 Frederick Elias Pilcher, baker purchased over one acre of this land to build his bakery.

In 1898 part of William Russell's land was subdivided as the Maida Estate.

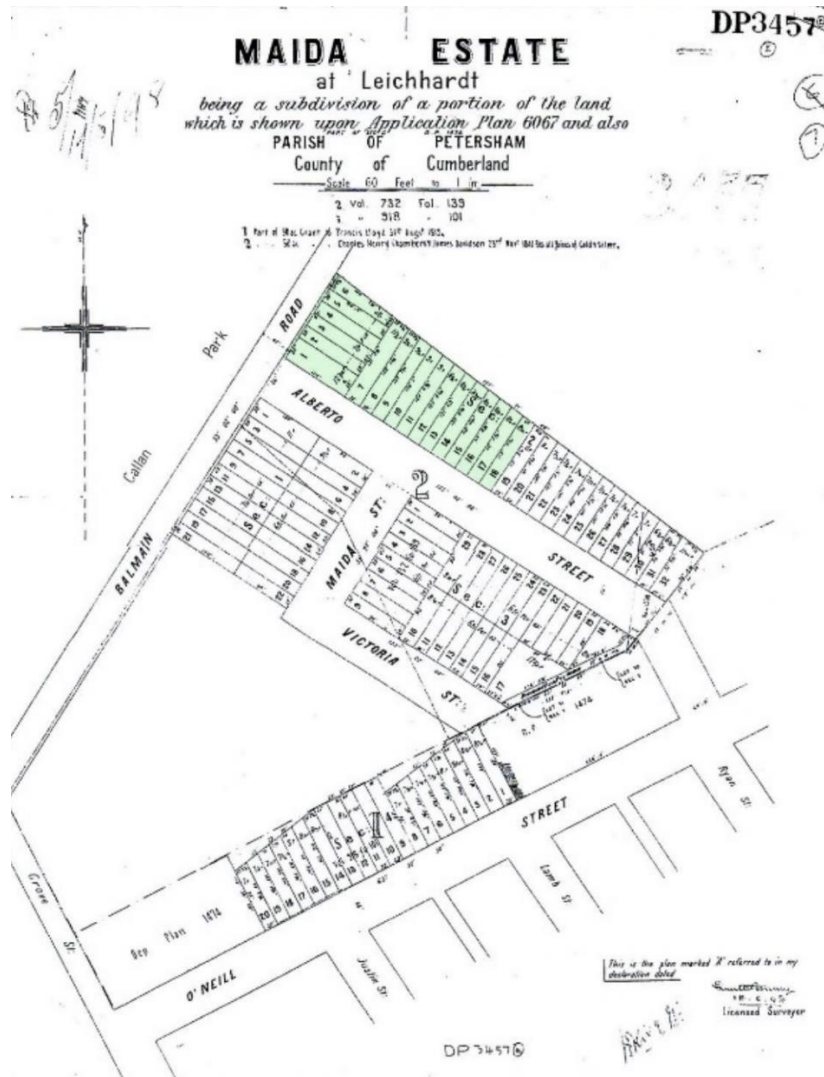


Figure 7 - DP 3457 Maida Estate 1898. The land later purchased as part of the subject site is shaded green. (Source: Lands Department)

2.4 PILCHER'S BAKERY 1907-1926

Frederick Elias Pilcher arrived in Sydney in 1882, aged seventeen. He reputedly followed his father and grandfather into the bread-making business, opening a bakery in Burwood, prior to his acquisition of Roger Bros Bakers, of Darling Street Rozelle, in 1906. The Pilcher family took up residence at Balmain, residing at 'Heathfield', overlooking Camerons Cove from ca 1905 until the property was sold for a boarding house in 1913. An adjoining area was used by the family to graze horses and was known locally as 'Pilcher's paddock'.

Pilcher commissioned AL McCredie and Anderson to design a new bakery at Balmain Road and call tenders.

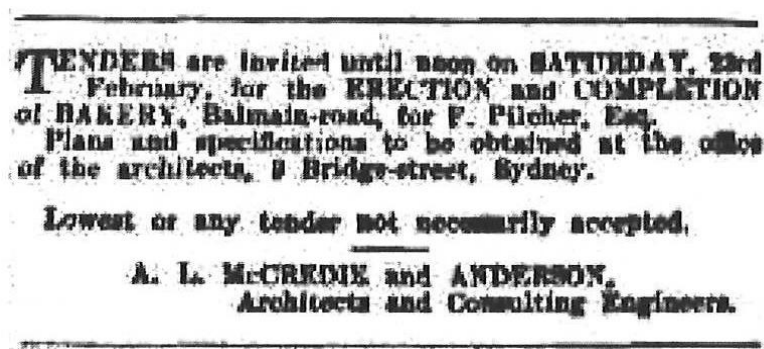


Figure 8 - Advertisement calling tenders for the erection and completion of Pilcher's Bakery in Balmain Road. (Source: Sydney Morning Herald, Saturday 9 February 1907, page 8)

Mr FE Pilcher's new bakery the Pilcher Baking Company, was opened at Balmain Road Rozelle, in October 1907. Contemporary reports described it as:

'...almost opposite Callan Park and covering...a larger area than any other in the Commonwealth'.⁴

...As you enter from the front, you find yourself in the loading yard with a brick floor, 94 x 26 feet, at the side of which are the public office and private offices, also built of brick, and fitted with gas, telephone, etc.

The bakehouse is a very fine, lofty and well-ventilated room, 74 feet by 25 feet, with a granolithic floor. It is fitted with five ovens...The bakehouse is two storied and the upper level extends over the lane which connects the loading yard with the stables. The whole of this floor is used as a flour store and for blending purposes.

The stables are lofty and well ventilated, with accommodation for thirty horses...

AL (Arthur) McCredie and his brother George McCredie established their firm in Sydney in 1884 continuing until George's death in 1903, at which time Arthur W Anderson entered into partnership. The firm were involved in engineering works for a number of warehouses, factories, stores docks and reclamation projects in Sydney including the Mark Foy Building (1908) located at Liverpool Street, Sydney.

Considerable modernization of the bakery took place prior to the First World War⁵ and Frederick Pilcher sold the business to "The Automatic Bread Baking Company" in 1927.

Frederick Pilcher died on 28 April 1943.

⁴ Balmain Observer and Western Suburbs Advertiser, Saturday 26 October 1907, "Pilcher's New Bakery" page 5.

⁵ Souvenir from The F. Pilcher Baking Co Ltd -c1913

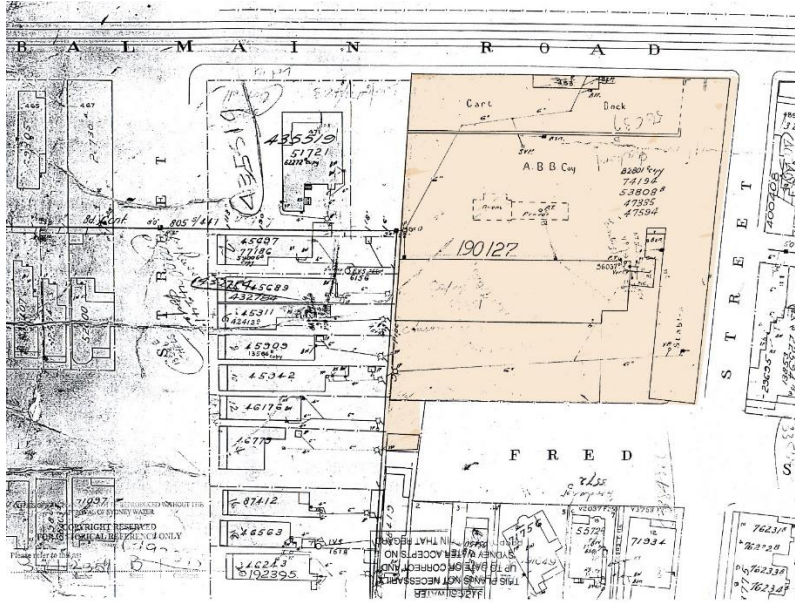


Figure 9 – Drainage plan showing an outline of the buildings on the site. (Source: Sydney Water)

2.5 AUTOMATIC BREAD BAKING CO. LTD.

The first automated bakery in Australia was established in Brisbane by the Automatic Bakeries Limited and was opened in July 1914. The company was formed in 1913 as an amalgamation of nine smaller baking businesses and was managed by Patrick Joseph Maher and Herbert Sheard.

The Automatic Bread Baking Co Ltd purchased the site in ca1927 and extended the earlier factory, upgrading it as a fully automated bakery producing '*hygienic wrapped bread at ordinary prices*'.

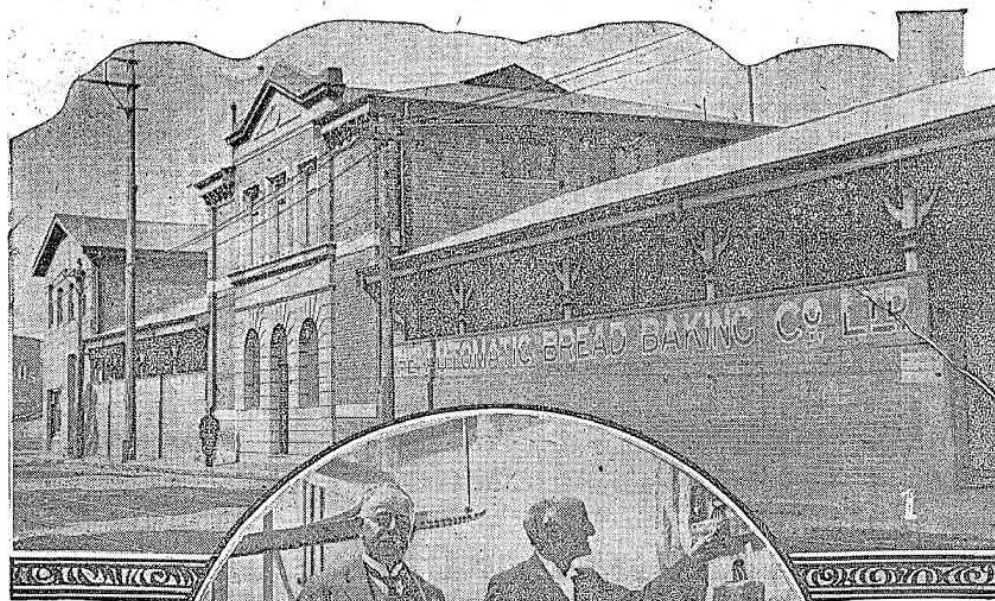


Figure 10 - Photograph of the Automatic Bread Baking Co Ltd in 1928. The insert shows the Minister for Health, Dr Arthur (right) who officially opened the bakery and Mr A E Dalwood, chairman of directors at the opening). (Source: TROVE, Sunday Times, Sunday 21 October 1928, page 16)



Figure 11 - View of Balmain Road looking southwest, ca1940. The subject site is seen to the left of the roadway. (Source: TROVE, State Library of New South Wales Government Printing Office Image No. d1_14053h)

2.6 ABBCO BREAD COMPANY PTY LIMITED

In 1937, The Union Bank of Australia (mortgagee exercising power of sale) sold the property to Abbco Bread Company Pty Limited (a derivation of the Automatic Bread Baking Company) who continued to operate the bakery. In the early 1940s a controversy arose in relation to contracts undertaken between Abbco and the army resulting in a Royal Commission in 1941.⁶

Expansion on the site began in 1962 with the purchase of 4 houses on 9 allotments, part of William Russell's land, which adjoined the factory to the south and fronted Balmain Road and Alberto Street. Expansion continued through to 1970 with the purchase of further allotments along Alberto Street and some in Fred Street which adjoined the rear of the factory.

2.7 FIELDERS GILLESPIE (GOODMAN FIELDERS) 1979 – 1990

In 1979 the Abbco Bread Company, then the largest independent bakery in Sydney, was acquired by Fielder Gillespie Limited which notionally increased their share of the Sydney bread market.⁷ Further changes occurred with the merger of the New Zealand Goodman Group, Arnotts and Fielders in 1986 which saw the creation of Australia's largest food group, Goodman Fielder Ltd. This had enormous effects on the nation's baking industry and saw the closure of the bakery in Balmain Road.

⁶ ADB On-Line Massy Claude (1889-1968) p1

⁷ Donovan P., A History of Tip Top Bakeries in Australia, 2002 p141



Figure 12 - Aerial view, taken in 1943, showing the site in its immediate context. (Source: SIXMaps, NSW Land and Property Information)

2.8 LABORATORY

In 1990 the bakery was sold to C.H Laboratories Pty Limited and converted for use as a laboratory. The property was sold in 1999 to Peakhurst Properties Pty Limited and in 2000 they changed their name to Roche Group Pty Limited who is the current owner of the site.

The current title is Lot 2 DP 1015843.

3.0 PHYSICAL EVIDENCE

3.1 SITE CONTEXT

The site forms part of the Commercial/Industrial Sub Areas within the Nanny Goat Hill Distinctive Neighbourhood. The Eastern Residential Sub Area is located to the south and east of the site, while the state heritage listed Callan Park is located opposite the site, on the northwest side of Balmain Road.

The area developed in the late nineteenth and early twentieth century, coinciding with the subdivision of larger estates in the area. Development at that time was predominately speculative one- and two-storey residential development interspersed with factory and warehouse buildings.

A number of early and mid-twentieth century warehouse and factory buildings have been retained in the northern section of Fred Street. The original factory uses have generally been replaced with light industrial and commercial uses.

Ethos Urban has provided the following description of the site and its context:

The Site is legally described as Lot 2 DP1015843 and has an area of 6,824m². The site is generally rectangular in shape and is bounded by Balmain Road, Cecily Street, Fred Street and Alberto Street, Lilyfield.

The Site is located approximately 500m southwest of Victoria Road, approximately 5km northwest of the Sydney Central Business District (CBD) and approximately 1km from Lilyfield light rail station.

The Site is located in the E4 General Industrial zone, which is strategically located within the Balmain Road Industrial Precinct and is characterised by a mix of industrial land uses. Low to medium density, residential development is located to the south of the site in an R1 zone (general residential), which mostly comprises single and two dwelling houses and residential flat buildings.



Figure 13: Street map with the subject site outlined in red and highlighted in yellow. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)



Figure 14: Site map showing the site dashed in red, prepared by Ethos Urban (Source: Ethos Urban)



Figure 15: Street map with the subject site outlined in red and highlighted in yellow. (Source: NSW LRS, SIX Maps, maps.six.nsw.gov.au)



Figure 16: Entrance to Callan Park from Balmain Road, opposite the site to the north-west



Figure 17: Sandstone gates to Callan Park. The subject site, on the opposite side of Balmain Road, is indicated by the red arrow.



Figure 18: Callan Park, near its Gate A entrance opposite the site



Figure 19: The south-eastern edge of Callan Park. The subject site is visible on the left, across Balmain Road, indicated by the red arrow.



Figure 20: Shop and housing near the site, viewed from Balmain Road. The north-east boundary wall of the northern building on the site is indicated by the red arrow



Figure 21: Garage fronting Cecily Street and rear frontages to Fred Lane, opposite the site to the north-east



Figure 22: Houses on Fred Street, opposite the site to the south-east



Figure 23: View of street trees and parking on Fred Street. The south-east facades of the subject buildings are obscured behind these trees.



Figure 24: View of the heritage item at 8 Fred Street, opposite the site to the south-east



Figure 25: View of the heritage item at 8 Fred Street, opposite the site to the south-east



Figure 26: Alberto Street, facing south-east. Vegetation on the south-west boundary of the site is seen on the left

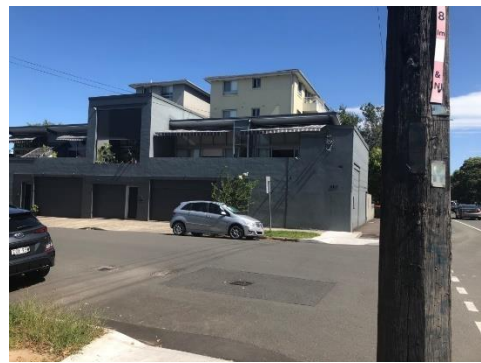


Figure 27: Modern residential development on Alberto Street, opposite the site

3.2 DESCRIPTION OF THE BUILDINGS

The site comprises a group of light industrial buildings, including warehouses, workshops and showrooms. Buildings on the Balmain Road, Cecily Street and Fred Street frontages meet the boundary line with no setback. On the Alberto Street frontage, the building is set back a short distance from the south-western boundary and a carpark is located in the southern corner. The carpark is accessible via a metal gate from Alberto Street.



Figure 28: The subject site, showing its Balmain Road frontage

Two of the buildings on the site have been identified as ‘character buildings’ by Inner West Council in their draft site-specific DCP. These are referred to as Character Building 1 and Character Building 2 throughout this report. These buildings were constructed c.1907 for the Pilchers Bakery Company. Much of the physical fabric is heavily modified from its original configuration and the site shows evidence of several periods of unrelated growth and redevelopment. The character buildings represent the earliest construction phase and comprise two-storeyed face brickwork structures with timber framed interiors and trussed gabled roofs.

The surviving fabric of these buildings is generally in poor or fair condition, exhibiting evidence of localised deterioration, previous works involving the removal of original partitions/fabric and/or replacement of some finishes to buildings within the boundary of the site. Machinery associated with the bakery has been removed and there is no surviving physical evidence of the original manufacturing processes in any part of the complex.

The northernmost building, Character Building 2 comprises a two-storey component and the single-storey shed component along Balmain Road. The two-storey portion of this building is in an L-shape configuration, with pitched rooves terminating in a gable on the Balmain Road frontage and a secondary gable on the Cecily Street frontage. The Balmain Road façade has a simple pattern of openings with a single vehicular entrance on the ground floor and four windows with arched brick lintels on the first floor. Timber window joinery has been retained in the two westernmost windows and is in poor condition; window joinery has been replaced in the others. On the Cecily Street side, the only openings are a later fire door and a first floor opening below the gable, fitted with vertically boarded timber doors. Metal mesh has been fitted on the outside face of this opening. The brickwork displays evidence that an earlier gabled roof formed a pediment over this opening. This façade also features painted evidence of the original signage for the Pilcher Baking Company.



Figure 29: Character Building 2.



Figure 30: Remnant painted signage which originally read 'Pilcher Baking Company'

The vehicular entrance from Balmain Road into Character Building 2 provides access to a workshop extending south-west along the Balmain Road frontage. The ground floor comprises the open space of the workshop and an office in the northern corner. Some wall sections of an earlier room in the centre of this building have been retained, including a window and a boarded door. The floor structure is in timber with herringbone struts between joists.

A more recent warehouse, also constructed in brick and comprising a workshop, kitchen, offices and common area, is located adjacent to the shed and Character Building 2, extending to the Fred Street frontage.

Character Building 1 is located between the workshop and the furniture showroom on Balmain Road. Architecturally it is the most decorative building on the site, representing a notable departure from the utilitarian styles of the shed and Character Building 2. It is face brick with rendered detailing, and is designed as a symmetrical façade with a breakfront and decorative pediment. It has a neo classical form and detail that is typical of the First World War period.

The two storey building has been modified externally and internally. The façade retains much of its original form and character but has limited heritage value and is not part of any cohesive streetscape character. Although the front façade and roof form over Character Building 1 has been retained, its internal configuration has been substantially compromised and on the ground floor only its front stair and small storage room have been retained. Behind this, the showroom is accessible via a fire door and extends into the original footprint of the character building, such that internally there is very little evidence of its original character and function.

Character Building 1 has, however, retained its original staircase and some original timber joinery internally, as well as a pressed metal ceiling over the entrance foyer. Parts of the north-east wall, adjacent to the workshop have been retained on the first floor, with alterations incorporating recent blockwork on the ground floor.



Figure 31: Original stair in Character Building 1 accessed via original double timber doors

The central building on the site is a two-storey brick building comprising a showroom and first floor on the Balmain Road side and a warehouse at the rear. The showroom building is a two-storey brick structure which matches the height of the parapet to Character Building 1 and is the location of an earlier building on the site associated with the Automatic Bread Company.

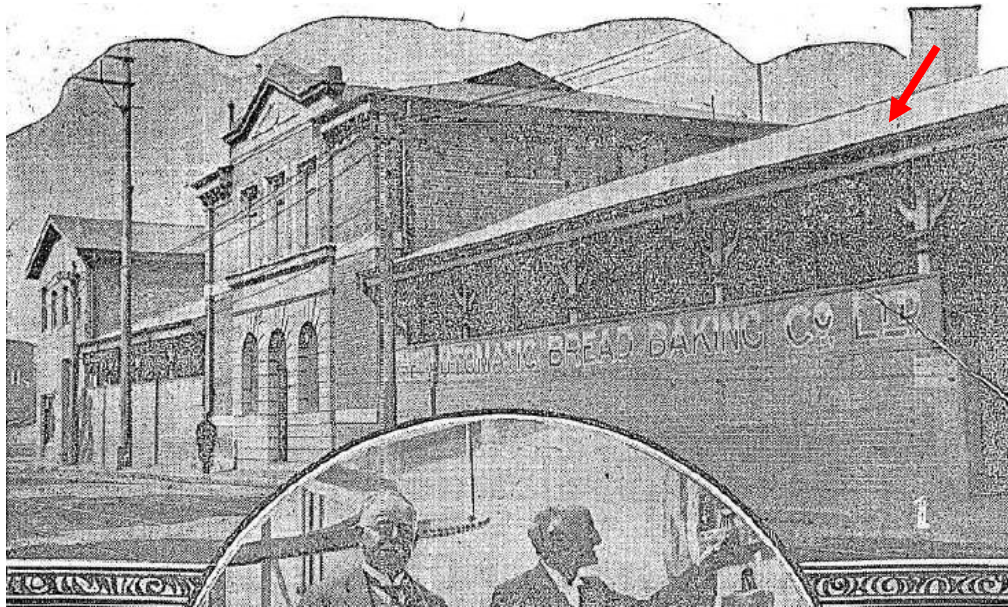


Figure 32: Photograph of the Automatic Bread Baking Co Ltd in 1928. The showroom today is in the location of the building indicated by the red arrow (Source: TROVE, Sunday Times, Sunday 21 October 1928, page 16.)

The building on the south-west side of the site is a two-storey building with residential apartments on the first floor. A stair tower to the residences is concealed by vegetation but is evident in the below photograph taken in 2006.



Figure 33: The Alberto Street entry and stair tower to the rooftop residences. The elevation is now covered with vegetation and the brickwork is not visible (Source: NBRS, 2016 report, p. 23)

The ground floor of the Alberto Street building comprises a warehouse with a workshop adjacent to the carpark, office rooms and amenities and a vacant space on the Balmain Road side, featuring a saw-toothed roof. The Alberto Street façade is almost entirely concealed

by vegetation growing on the building, with the exception of vehicular and pedestrian entry doors. On the Balmain Road frontage, this portion of the building is characterized by a simple brick façade with aluminium framed windows behind metal bars. The roof, formed by steel columns, beams and trusses, is clad in corrugated iron with glazing along each vertical section of the saw-tooth.

The following photographs show the exterior of the buildings on the site.



Figure 34: View of the site from Balmain Road near its intersection with Cecily Street (Source: Google Streetview)



Figure 35: Character Building 2, the former Pilcher's Bakery, viewed from Balmain Road



Figure 36: Character Building 2, viewed from Callan Park



Figure 37: View of the front façade of the workshop with Character Building 1 shown on the right



Figure 38: The front façade of Character Building 1, viewed from Balmain Road



Figure 39: View of the Balmain Road frontage, facing north-east



Figure 40: The front façade of the building to the south of the show room



Figure 41: View of the western corner of the site at the intersection of Balmain Road and Alberto Street (Source: Google Streetview)



Figure 42: Carpark in the southern corner of the site, viewed from Alberto Street (Source: Google Streetview)



Figure 43: The south-east frontage of the site, showing the view from Fred Street



Figure 44: View of the south-east frontage, from the corner of Fred and Cecily Streets. Balmain Road is visible at the far end of Cecily Street, seen on the right. In summer the Fred Street façade is obscured by trees (Source: Google Streetview)



Figure 45: North-east façade of the site, fronting Cecily Street



Figure 46: Opening on the first floor of the Cecily Street façade of Character Building 2, showing evidence of a gabled roof removed from brickwork



Figure 47: Partial view of the Cecily Street façade from Fred Lane (Source: Google Streetview)

The following photographs show the interiors of the buildings on the site.



Figure 48: Interior of the workshop viewed from near the entrance to Character Building 2 showing its pitched roof and steel structure on brickwork



Figure 49: Southern wall of the workshop, adjoining Character Building 1 (on the other side of this wall)



Figure 50: Ground floor interior of Character Building 2

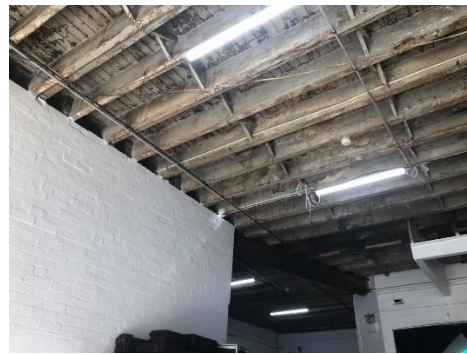


Figure 51: Floor structure in Character Building 2, viewed from the ground floor, showing timber joists and beams on brickwork



Figure 52: Window on an internal wall in the ground floor of Character Building 2

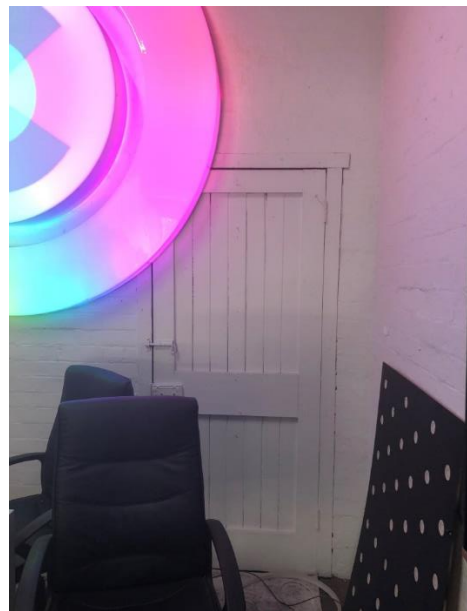


Figure 53: Internal door in Character Building 2

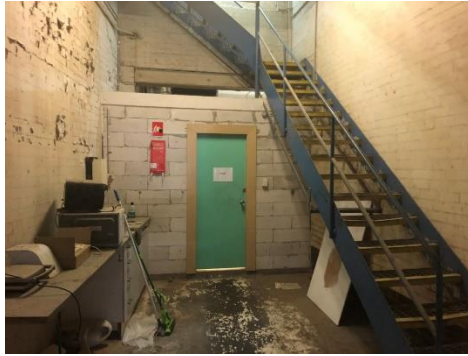


Figure 54: Stairwell and blockwork addition at the rear of Character Building 2. The brick wall on the left of this photograph is the boundary wall to Cecily Street



Figure 55: Paint deterioration internally on the boundary wall to Cecily Street in Character Building 2



Figure 56: Stairwell in the front portion of Character Building 1



Figure 57: Stairwell in the front portion of Character Building 1. The windows at the top of the stairs face Balmain Road.



Figure 58: Pressed metal ceiling in the entrance foyer of Character Building 1



Figure 59: Showroom behind and next to Character Building 1.



Figure 60: Showroom behind and next to Character Building 1.



Figure 61: Showroom in the centre of the site, between the warehouse space and the street-facing showroom on Balmain Road



Figure 62: Entrance into the workshop from Alberto Street



Figure 63: Workshop in the southern part of the site



Figure 64: Warehouse next to the showroom, looking towards Balmain Road



Figure 65: Saw-toothed roof in the building adjacent to the showroom

3.3 VIEWS

Views of the primary facades of the character buildings on the site are obtained from Balmain Road and from the south-eastern edge of Callan Park. The site is visible through trees from the south-east edge of Callan Park, and an unobscured view of the northern building on the site is available from the park entrance at Gate A.

Partial views towards the rear of the site are obtained from the heritage item on Fred Street. This view is of the rear wall of the southern-eastern warehouse and is seasonally obscured by street trees. The character buildings are not visible in this view.



Figure 66: View of the northern corner of the site from the Gate A entrance to Callan Park



Figure 67: View of Character Building 2 from Balmain Road, facing north-east



Figure 68: View of all the character buildings from Balmain Road, facing north-east



Figure 69: View of Character Building 1 from directly opposite the site on Balmain Road



Figure 70: Partial view of the rear of the site, close to the heritage item on Fred Street



Figure 71: View of Fred Street from the driveway of the heritage item, showing trees obscuring the south-eastern façade of the site

4.0 HERITAGE MANAGEMENT FRAMEWORK

4.1 HERITAGE STATUS

The subject property is not listed as an item of local heritage significance, however it is located in the vicinity of the following local heritage item, listed on Schedule 5 of the *Inner West Local Environmental Plan (LEP) 2022*:

- 'Timber Cottage,' 8 Fred Street, Lilyfield, item number I1195

It is also in the vicinity of the 'Callan Park Conservation Area and Buildings,' Balmain Road, Lilyfield, listed on the NSW State Heritage Register, item no. #00818, as a heritage item of State significance.

The site is also located within the Commercial/Industrial Sub Area of the Nanny Goat Hill Distinctive Neighbourhood defined in Section C2.2.4.2 (f) of the *Leichhardt Development Control Plan 2013*.

Other heritage listed items in the vicinity of the subject site are visually and physically separated from the site by intervening development, local topography, roadways and distance.

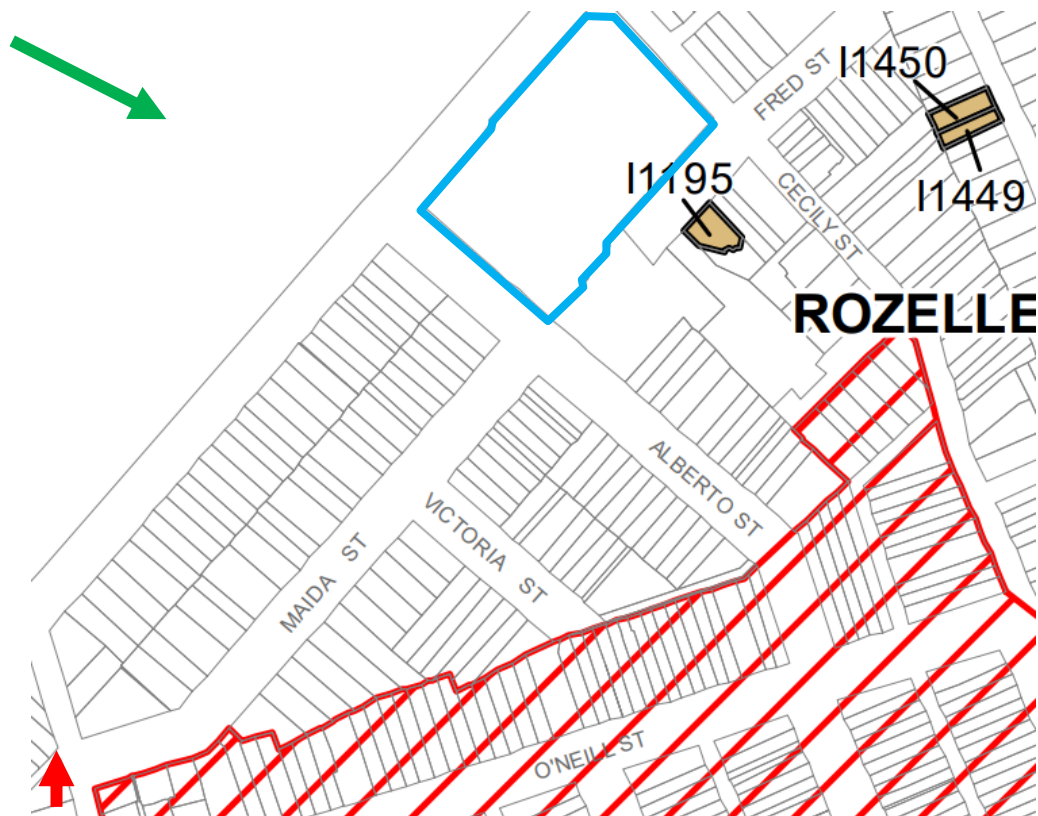


Figure 72: Excerpt from the Inner West LEP 2022 heritage map. Heritage items are shown brown and Conservation Areas are hatched red. The subject site is outlined in blue. The State-listed item, Callan Pak, is opposite the site, indicated by the green arrow. (Source: Inner West LEP 2022, Heritage Map HER_004)

4.2 SIGNIFICANCE OF THE SUBJECT SITE

The following Statement of Significance for the existing character buildings on the site is sourced from the Heritage Assessment prepared by NBRS in August 2016:

This assessment finds the former ABBCO Factory site, while having low historic and associative significance, does not demonstrate the heritage criterion set by the NSW Heritage Council at a level sufficient to warrant listing as an item on any local or state heritage register. The site occupies an entire block facing Balmain Road opposite Callan Park Hospital and adjoins the Eastern Residential Sub Area which is predominantly one- and two-storeys in scale.

The former ABBCO Bread Factory complex is the result of several construction phases dating from 1907. Open areas, including cart areas and stables have been enclosed and adapted, or redeveloped resulting in the irreversible loss of original fabric. Original machinery and ovens were removed in ca1990, and the surviving original building fabric does not demonstrate the earlier significant bread-making use associated with the site.

While prominent due to its location, the buildings have little aesthetic value and limited ability to demonstrate the historic processes that led to their construction. The original use for bread production ceased in the last third of the 20th century and the complex has subsequently been fragmented by a variety of uses in its component parts.

4.3 SIGNIFICANCE OF ITEMS IN THE VICINITY

The following Statement of Significance for the 'Timber Cottage' at 8 Fred Street, Lilyfield, is sourced from the NSW State Heritage Inventory, reference number 1940817:

No. 8 Fred Street is of local historic and aesthetic significance as a good representative example of a late Victorian weatherboard dwelling constructed sometime between c. 1860s and 1888. The house appears to be part of one of the earliest dwellings located in the area bounded by Balmain Road, O'Neill and Cecily Streets. Despite subdivision of the site and modifications the building retains a sense of its original form and details including weatherboard facades, roof form and chimney, main gable end and faceted bay. The building is emphasised by its angled siting and enhanced by the front garden setting and makes a positive contribution to the Fred Street streetscape.

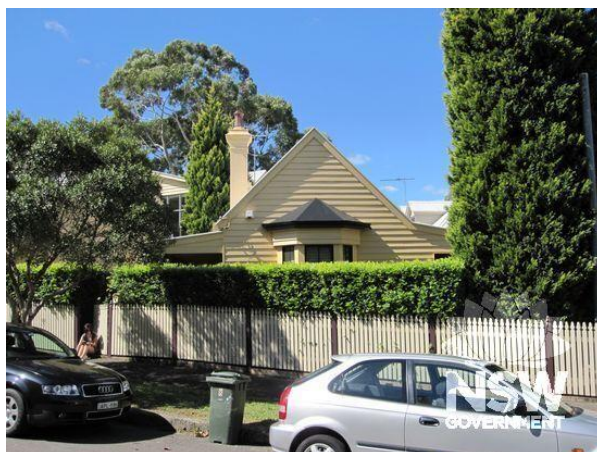


Figure 73: Photograph of 9 Fred Street, Lilyfield, as viewed from Fred Street. (Source: NSW Government State Heritage Inventory)

The following Statement of Significance for the 'Callan Park Conservation Area and Buildings' is sourced from the NSW State Heritage Inventory, reference number 5051544:

Rozelle Hospital site, created as one unit in 1976, comprises two major mental health facilities, each of which was developed using an existing mansion house set within

expansive landscaping. As a whole, and as two component parts, Rozelle Hospital can demonstrate it has heritage significance to the people of NSW.

The Rozelle Hospital site contains the fabric of two grand Victorian gentlemen's estates, and is able to demonstrate the pastoral character of the period. The original relationship between Callan Park Conservation Area and Buildings' Garry Owen House (later Callan Park) and Broughton Hall has been retained and their grounds are still interpretable and intact. These grounds became the sites of the mental health institutions that adopted their respective names.

Rozelle Hospital demonstrates two major changes in mental health in NSW. It contains original architecture and landscaping of both hospitals. The buildings associated with the former Callan Park mental hospital are of exceptional significance, in particular the Kirkbride Block.

Its landscaped spaces and landmark buildings have contributed visually and socially to the local area for over 100 years. The foreshore areas of the site are significant as rare open space elements. Callan Point is considered to be the most important Aboriginal archaeological site remaining on the southern shores of Sydney Harbour. Callan Point also contains rare examples of pre-European vegetation and unique European rock carvings.

The site as a whole has very high levels of social significance and has special associations for the local and broader community both as an open space resource and for its cultural and aesthetic value. (Tanner & Associates, 2002)

Kirkbride Block is significant as the collaborative work of three prominent figures in the late 19th century, James Barnet, Charles Moore and Frederick Norton Manning, as the largest remaining mental institution in NSW and as the first to be designed as a curative and therapeutic environment. The landscape design and setting of Kirkbride is vital and paramount to the design and philosophy of 'moral therapy' treatment evidenced in the intimate design of courtyards through to the long vistas over the hospital grounds and surrounding country. The landscape cannot be separated from the buildings and performs an equal and active function in the creation of the therapeutic environment. It is highly significant that much of the original fabric, character and setting for this major Victorian period design remain intact within a highly developed inner city locality.

Callan Park House (former Garry Owen House), as an impressive early and mid-Victorian residence is one of the oldest remaining houses in the district. It has strong associations with the early history of the Rozelle area. It is an important visual landmark element within the hospital. (State Heritage Inventory)

Rozelle Hospital grounds are of historic and social significance at a state level in their association with the establishment of two hospitals, Callan Park and Broughton Hall, demonstrating two major changes in mental health in NSW. These changes, and changing ideas in garden design, are reflected in the grounds. The grounds are of historic and social significance in their evidence of patient involvement.

The grounds of the former Callan Park area of Rozelle Hospital are of historic significance on a national level as an integral element of the first hospital for the insane which was designed based on moral therapy principles and built in the one campaign. They are a direct application of the moral therapy principles of psychiatric care in the landscape. They are associated with: Dr Frederick Norton Manning, Inspector General for the Insane; James

Barnet, Colonial Architect; and Charles Moore, Director of the then Botanic Gardens, Sydney. (now the Royal Botanic Gardens, Sydney)(Read, S., pers.comm., 2004)

Broughton Hall Psychiatric Clinic gardens are of historic significance on a regional level in their demonstration of the views of Dr Sydney Evan Jones on the value of gardens in the care of the mentally ill. The form and character of the original garden setting for Broughton Hall, noted in its time, is still evident.

Rozelle Hospital is of historic significance on a regional level in that it contains rare surviving 19th century gentlemen's estates, associated with the development of the area. Garryowen House and surrounds demonstrate, in part, the pastoral character of the estate period.

Rozelle Hospital grounds are of aesthetic significance on a regional level in that they demonstrate a high level of creative achievement. The former Callan Park Mental Hospital is an accomplished work of architecture and landscape design. Broughton Hall grounds exhibit a combination of structures of oriental inspiration with horticultural richness, and some rare plant species such as rose apple, durrobbey or watermelon tree, Syzygium moorei.

Rozelle Hospital grounds are of aesthetic significance in that they reflect the natural landform which was the setting for the original development of the site and surrounding suburbs and contain rare examples on a local level of remnant natural areas and Aboriginal cultural sites. It is of both aesthetic and social significance because it contributes visually and socially to the local identity and sense of place.

Rozelle Hospital grounds are of social significance on a regional level in that they provide public recreational and open space within an intensively developed urban environment.

Rozelle Hospital grounds are of scientific significance on a regional level for their horticultural significance. They are of scientific significance for their archaeological value of their rock engravings and Aboriginal middens. (National Trust, 1994)



Figure 74: Plan of the SHR curtilage for SHR00818. (Source: NSW Government State Heritage Inventory)

5.0 THE PROPOSAL

The following description of the proposal has been provided by Ethos Urban:

The DA comprises the following elements:

- Concept Proposal (pursuant to Section 4.23 of the *Environmental Planning and Assessment Act 1979* and in satisfaction of Clause 6.25(4) of the *Inner West Local Environmental Plan 2022* [IWLEP 2022]) including:
 - Land uses consistent with those permitted under the IWLEP 2022, including for 'residential flat buildings' and 'light industries'.
 - Maximum building envelope.
 - Design principles and controls that address each of the requirements set out under Clause 6.25(4) or the IWLEP 2022.
- Detailed Development Application comprising:
 - Partial demolition of existing buildings and structure within the site.
 - Site preparation works, including termination or relocation of site services and infrastructure, remediation, tree removal and the erection of site protection fencing.
 - Construction and use of a new development comprising residential apartment buildings and light industries, including adaptive reuse of existing buildings and erection of new buildings, for:
 - 6,000m² of light industrial uses, at least 1,200m² of which would be used for light industries associated with creative purposes
 - 89 residential apartments, of which 5% of the floor space would be used for the purpose of affordable housing
 - Basement car parking for vehicles for staff and residents, and a new loading dock for employment uses.
 - Public domain, communal open space, landscaping and tree planting.
 - Publicly accessible through-site links, and footpath widening to Balmain Road and Alberto Street.

Fitout and use of the employment tenancies and business identification signage would be the subject of separate future DAs where required.

Consent under this application is only sought for 'cold-shell' approval of each tenancy, with separate applications being pursued in the future for specific uses and fit-outs.

5.1 DOCUMENTATION EVALUATED

The following drawings, prepared by CHROFI, were reviewed as part of the preparation of this report:

DRAWING NO.	DRAWING TITLE	REVISION	DATE
DA001	COVER PAGE	01	17/05/23
DA002	SITE PLAN	01	17/05/23
DA003	SITE ANALYSIS	01	17/05/23
DA010	GROUND FLOOR DEMOLITION AND RETENTION PLAN	01	17/05/23

DA011	LEVEL 1 DEMOLITION AND RETENTION PLAN	01	17/05/23
DA101	BASEMENT 2 FLOOR PLAN	01	17/05/23
DA102	BASEMENT 1 FLOOR PLAN	01	17/05/23
DA103	GROUND FLOOR PLAN	01	17/05/23
DA104	LEVEL 1 PODIUM	01	17/05/23
DA105	LEVEL 2	01	17/05/23
DA106	LEVEL 3	01	17/05/23
DA107	LEVEL 4	01	17/05/23
DA108	LEVEL 5	01	17/05/23
DA109	ROOF PLAN	01	17/05/23
DA201	NORTH ELEVATION	01	17/05/23
DA202	EAST ELEVATION	01	17/05/23
DA203	SOUTH ELEVATION	01	17/05/23
DA204	WEST ELEVATION	01	17/05/23
DA301	SECTIONS A & B	01	17/05/23
DA302	SECTIONS C & D	01	17/05/23
DA303	SECTIONS E & F	01	17/05/23
DA304	SECTIONS G & H	01	17/05/23
DA305	SECTIONS I & J	01	17/05/23
DA306	SECTION K	01	17/05/23
DA601	MATERIAL PALETTE	01	17/05/23

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 INTRODUCTION

This Heritage Impact Statement has been prepared in relation to the following impact assessment criteria: the *Inner West Local Environmental Plan (LEP) 2022* and the New South Wales Heritage Office (now Heritage NSW) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*, contained within the NSW Heritage Manual.

6.2 EVALUATION OF THE GUIDELINES OF THE NSW HERITAGE DIVISION

The following assessment is based on the assessment criteria set out in the NSW Heritage Office (now Heritage Division) publication 'Statements of Heritage Impact', contained within the NSW Heritage Manual. The standard format has been adapted to suit the circumstances of this application.

6.2.1 NEW DEVELOPMENT ADJACENT TO A HERITAGE ITEM (INCLUDING ADDITIONAL BUILDINGS AND DUAL OCCUPANCIES)

- *How is the impact of the new development of the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Callan Park

Existing views towards Callan Park from Balmain Road will be retained and a new view through the site towards the park from Fred Street will be created.

The proposed design will alter the streetscape opposite the south-east edge of Callan Park. It will provide an improved streetscape through the use of materials which complement the character buildings on the site and a design which utilises an appropriate scale of detailing and façade articulation. This improved streetscape will be visible from Callan Park as an urban backdrop to the trees lining its south-eastern edge. The new buildings respond to the proximity of the park through the use of planting on the Balmain Road façade to complement the green space provided by the park and the creation of a through-site link to break the solidity of the Balmain Road façade facing the park.

The proposed development includes the addition of residential apartments which will alter the scale of the built environment along Balmain Road. These buildings are separated from Callan Park by the width of Balmain Road and the setback from the subject site boundary. They will alter views along Balmain Road which include Callan Park. The visibility of Callan Park, however, will be retained and it will continue to read as a historic landscape element within the public domain, given the separation that Balmain Road provides between Callan Park and the subject site. The buildings associated with Callan Park are a considerable distance from Balmain Road and views towards them will not be affected by the proposed development.



Figure 75: Existing view from Callan Park, showing the character building on the northern corner of the site (Source: CHROFI)



Figure 76: Architectural visualisation showing the proposal, viewed from Callan Park (Source: CHROFI)



Figure 77: Existing view from Callan Park towards Balmain Road, showing the subject site behind trees (Source: CHROFI)



Figure 78: Architectural visualisation showing the proposal, viewed from Callan Park (Source: CHROFI)

8 Fred Street

The proposal will alter the setting of the heritage item at 8 Fred Street, which is an early, small-scale worker's cottage. Its orientation within the street grid suggests that it is one of the earliest buildings in the immediate area and it makes a strong contribution to the character of the streetscape and surroundings.

On the Fred Street frontage of the site, therefore, the proposed buildings have been designed to achieve a lower residential scale which does not dominate or overwhelm the existing residential buildings on the southern side of the street.

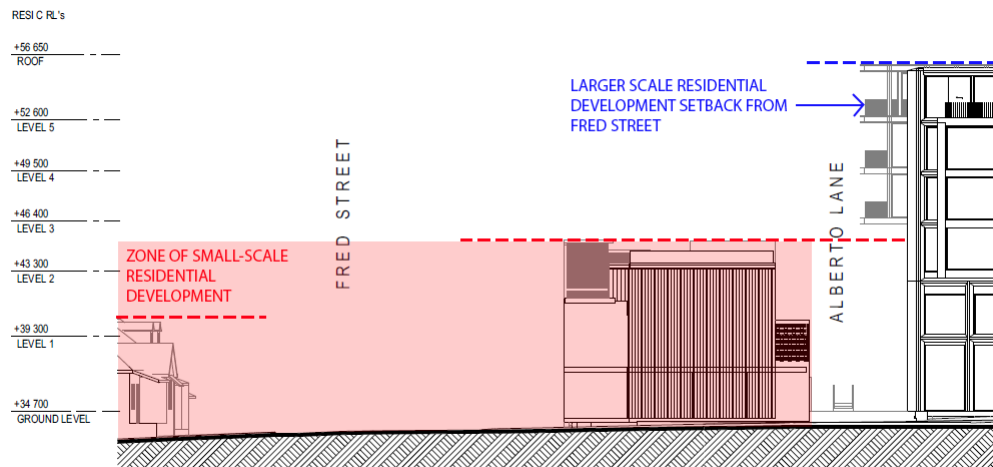


Figure 79: Diagram showing the setback of larger scale residential development from Fred Street, which will be characterised by appropriately scaled residential development in the context of the heritage item at 8 Fred Street

Existing views towards 8 Fred Street will be retained and it will continue to be understood in its residential context.



Figure 80: Existing view of Fred Street (Source: CHROFI)



Figure 81: Architectural visualisation showing the proposal, viewed from Fred Street (Source: CHROFI)

Summary

The proposal does not include any physical alterations to the two heritage items in the vicinity of the site. In both cases, the heritage items are separated from the site by roadways and, as such, the development will not encroach upon the boundaries of these heritage items. These items will continue to contribute to their respective streetscapes in demonstrating the historical development of the area and the built and landscape qualities of historic sites. The heritage significance of Callan Park and 8 Fred Street will be retained.

6.3 HERITAGE OBJECTIVES OF THE INNER WEST LEP 2022

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- The heritage significance of the two heritage items in the vicinity of the subject site will be retained.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Inner West LEP 2022*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Inner West,
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,

6.4 HERITAGE GUIDELINES OF THE DRAFT DEVELOPMENT CONTROL PLAN

The site-specific Development Control Plan, when finalised, will support the *Inner West LEP*

2022 by providing additional objectives and development standards for the subject site. The proposal is discussed below in relation to the draft controls for this site-specific DCP which relate to heritage issues.

G12.8 Built Form, Height, and Design		
Controls		Comment
C2	Retain and restore all character buildings, known as the former Pilchers Bakery Warehouse buildings, identified in Figure 5. Refer to Section G12.13 for detailed controls on heritage and character.	<p>The proposal will retain the character buildings on the site and restoration works will be carried out where required to repair damaged fabric and deteriorated surfaces. This will include repainting painted surfaces where paint is peeling, repointing brickwork and repairing timber window joinery, subject to the condition of the fabric.</p> <p>The proposal includes the creation of a courtyard connecting the character buildings, with new openings on the south-east rear wall of Character Building 1 (existing part of the showroom) and the southern wall of Character Building 2. These openings include new bifolding doors, designed as contemporary additions.</p> <p>The new structure will be located within the workshop set off the existing walls, extending through the roof.</p> <p>The removal of the building which currently abuts Character Building 2 to the south is a positive outcome which will allow Character Building 2 to be read as a distinct building, revealing a façade to Cecily Street which is not currently visible. Alterations to this façade have been designed in a contemporary manner. The new addition above Character Building 2 is above its roof and will retain the pitched roof and building form.</p> <p>The proposal also includes the reinstatement of the painted signage reading the 'Pilcher Baking Company' on the Cecily Street façade.</p>
G12.11 Building Materials and Finishes		
Controls		Comment
C3	Building articulation, design and materials are to provide an appropriate balance between the new development and the older character of the locality, heritage items and Callan Park	<p>The new buildings have been designed as contemporary buildings which reference the architectural form and materiality of the existing buildings on the site, while creating a new and distinct architectural layer.</p> <p>There are various ways in which the development provides a sensitive response to the heritage considerations of this site. These include:</p> <ul style="list-style-type: none"> • Response to the proximity of the State-listed Callan Park through the use of planting on the Balmain Road façade to complement the

	Conservation Area and buildings.	<p>green space provided by the park from an urban design perspective and the creation of a through-site link to break the solidity of the Balmain Road façade facing the park;</p> <ul style="list-style-type: none"> • Response to the proximity of the local heritage item at 8 Fred Street through the creation of a through-site link between Fred Street and Balmain Road, providing views to Callan Park from this streetscape and improving the amenity of the streetscape and the removal of the industrial building on the Fred Street frontage and replacement with appropriately scaled residential buildings in keeping with the residential character of the southern side of Fred Street • Response to the character of the early buildings on the site through removing later non-significant and unsympathetic additions to these buildings to improve their legibility as distinct buildings when viewed from Balmain Road and Cecily Street, the adaptive re-use of these buildings to improve their amenity and promote their ongoing use, the creation of the courtyard in place of the unsympathetic built additions, so that the built forms of the character buildings can be understood and appreciated from the site, and conservation works to the character buildings to repair damaged and deteriorating fabric and surfaces and improve their appearance, condition and contribution to the public domain
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G12.13 Heritage and Character

Controls		Comment
C1	Submit a Heritage Impact Statement (HIS) with any development application for the redevelopment of the site, addressing the impact of the proposed works on heritage items in the vicinity of the proposal.	This Heritage Impact Statement assesses the proposal against the criteria established by Heritage NSW for heritage items in the vicinity of proposed development (refer to Section 6.3).
C2	The HIS should consider 'The Design Context: Guidelines for Infill Development in the Historic	Refer to the table below in Section 6.7.

	Environment' (prepared by the NSW Heritage Office and Royal Australian Institute of Architects NSW Chapter) with regard to scale, form, materials, colours and responding to the local character.	
C3	A development application for the redevelopment of the site is to be accompanied by 'before' and 'after' perspective views from the heritage items to enable the potential impact to be considered.	Before and after views are included Section 6.2 of this report.
C4	The history and development of the site should be communicated to visitors and residents to enhance their understanding of the significance of the 1907 and 1917 buildings as part of the overall development.	NBRS recommends that a Heritage Interpretation Strategy is prepared following development approval and is implemented to Council's satisfaction prior to issue of an Occupation Certificate.
C5	Retain and restore all character buildings, known as former Pilchers Bakery Warehouse buildings.	The proposal will retain the character buildings on the site and restoration works will be carried out where required to repair damaged fabric and deteriorated surfaces. This will include repainting painted surfaces where paint is peeling, repointing brickwork and repairing timber window joinery, subject to the condition of the fabric.
C6	The character buildings are to retain industrial elements and be reconfigured as employment space	Ethos Urban have provided the following additional statement regarding uses: <i>The employment uses nominated within this report are indicative and for assessment purposes only. The uses are permissible within the site's E4 General Industrial Zone and under Clause 6.25 in IWLEP 2022, including at</i>

	for artists and creative purposes.	<i>least 1,200m² of which is being set aside for creative purposes. Consent under this application is only sought for 'cold-shell' approval of each tenancy, with separate applications being pursued (as required) in the future for specific uses and fit-outs (refer to the Statement of Environmental Effects for further details).</i>
C7	Confirm the extent of surviving building fabric in situ and its condition including prior to any works being carried out, photographically recording, the fabric and spaces affected by the proposed works.	The surviving built fabric is described in Section 3.0 of this HIS and should be further recorded through a photographic archival recording to be carried out prior to commencement of construction.
C8	Protect building fabric from damage during construction works.	To be carried out during construction phase.
C9	Obtain ongoing advice from a heritage architect during design development and construction development phases of the works to assist in developing strategies to mitigate heritage impacts.	To be carried out during construction phase.
C10	Openings in walls are to maintain masonry nibs and masonry above new openings, where possible.	Proposed alterations to the Character Buildings on the site have been designed as openings, retaining nibs and bulkheads, rather than full demolition of original walls.

6.5 DESIGN IN CONTEXT: GUIDELINES FOR INFILL DEVELOPMENT IN THE HISTORIC ENVIRONMENT

The following table provides commentary on the proposal in relation to the checklist included in 'The Design Context: Guidelines for Infill Development in the Historic Environment' (prepared by the NSW Heritage Office and Royal Australian Institute of Architects NSW Chapter)⁸ in accordance with C2 of the draft DCP.

⁸ <https://www.environment.nsw.gov.au/-/media/OEH/Corporate-Site/Documents/Heritage/design-in-context-guidelines-for-infill-development-historic-environment.pdf>

The annotated image in this section, below the table, provides additional information describing the design response of the proposed development to its context.

Check list for inclusion in Heritage Impact Statement: Response to Design Criteria	Comment
<p>01 CHARACTER Use annotated diagrams, photographs and/or sketches to describe the factors which contribute to the character of the historic context, including:</p> <ul style="list-style-type: none"> • topography of site and its surroundings; • distinctive landscape elements and quality; • street and subdivision patterns; • date and style of built form; • figure/ground and figure/landscape qualities; • views, vistas and skylines; • local culture and traditions; • uses; • consistency or repetition of above factors. 	<p>The primary factors which contribute to the character of the site and its context are the existing buildings on the site, identified in this report as Character Building 1 and Character Building 2. These buildings were constructed for the Pilcher Baking Company in the early 20th century. The form, scale, materiality and architectural styles of these buildings convey their period of construction and assist in demonstrating the former use of the site.</p> <p>The proposed development complements the character of the existing buildings on the site through the siting of the new buildings, their architectural style and their materiality. The replacement of the existing non-significant warehouses on the site with the new development will create an aesthetically improved streetscape and an appropriate setting for the bakery buildings.</p> <p>Refer also to the annotated diagram below this table.</p>
<p>02 SCALE Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • scale of buildings; • building and wall heights; • massing; density – pattern of arrangement of buildings and size of buildings; • proportions; 	<p>On the Balmain Road, frontage, the height of the podium component of the proposed building matches the parapet height of Character Building 1, and the taller components of the building are set back from Balmain Road so as to create a visual separation which allows the podium and its neighbours, the character buildings, to be the prominent built forms on this streetscape. This provides an appropriate transition between lower-scale existing buildings and new development.</p> <p>The new mixed-use buildings to the south-west of Character Building 1 have been designed to create an articulated streetscape with a fine-grain pattern of openings. These comprise semi-circular arched openings in brickwork, complementing the semi-circular arches on the façade of the adjacent Character Building 1, and elliptical arched openings in steel, adorned with projecting hoods. This creates appropriately scaled architectural</p>

- rhythm of buildings and landscape;
- floor-to-floor heights and relationship to ground or street plane;
- modulation of walls, openings and roof planes in response to the scale of neighbouring buildings;
- transition between different heights (for example, through the use of setbacks).

forms on the streetscape which are consistent with the scale established by the character buildings.



Figure 82: Existing view of the site from Balmain Road, facing south (Source: CHROFI)



Figure 83: Architectural visualisation showing the proposal from Balmain Road, facing south (Source: CHROFI)

03 FORM

Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:

- predominant form of neighbours;
- roof form and skyline – ridge and parapet lines, roof slopes, punctuation by party walls, chimneys and lanterns or skylights;
- proportion and number of openings;
- solid to void ratios;

The character buildings on the site are one- and two-storey buildings of traditional construction. The shed and Character Building 2 are utilitarian in terms of their architectural form and style.

Character Building 1 has a more decorative façade and a hipped roof; its overall building form, however, has been compromised by the adjacent development of the warehouse/show room. Its predominant feature is its façade, featuring a central pediment which projects above a rendered parapet. The pediment creates a projecting bay comprising three windows on the first floor and three arched openings, including the central entrance, on the ground floor.

The skyline created by these buildings comprises the pitched roof and gable of Character Building 2, the lower pitched roof slope of the shed and the parapet and pediment of Character Building 1. The proposed development will alter this skyline through the addition of a mix of buildings set back from the existing buildings. The

- relationship between internal and external spaces.

roof forms of the character buildings will continue to be visible from Balmain Road and Callan Park and will be understood as separate built forms.

The character buildings have a traditional solid to void ratio with a limited number of openings. The proposed development references these buildings through form and materiality but proposes a reversal of the solid to void ratio through emphasis on the void, created by the colonnade effect of an array of arched openings on Balmain Road. This is a contemporary complement to the earlier buildings on the site, referencing them without replicating their form.



Figure 84: 3D visualisation showing the proposed architectural forms on the Balmain Road streetscape, referencing the arched openings on the front façade of the former bakery building, Character Building 1, circled in red (Source: CHROFI)



Figure 85: View towards the site from Balmain Road facing north (Source: CHROFI)



Figure 86: Architectural visualisation of the proposal, viewed from Balmain Road, facing north (Source: CHROFI)

04 SITING

Annotate drawings, photographs of model or photomontages to describe the relationship

The siting of the new buildings on the site has been designed to provide an appropriate separation of new development from the character buildings. New facades to Balmain Road and Cecily Street are setback from the

between the proposed new development and the context, in terms of the following design criteria:

- predominant setbacks – front, side and rear;
- boundary walls and fences;
- orientation and address of buildings;
- location and dimensions of driveways and garages and design strategies to reduce their visual and physical impact on the streetscape;
- retention of views and vistas to and from the new development, across townscape or landscape;
- retention of natural features of significance;
- retention of significant archaeological remains;
- quality of spaces created between existing and new.

facades of the character buildings, which are built to the site boundary.

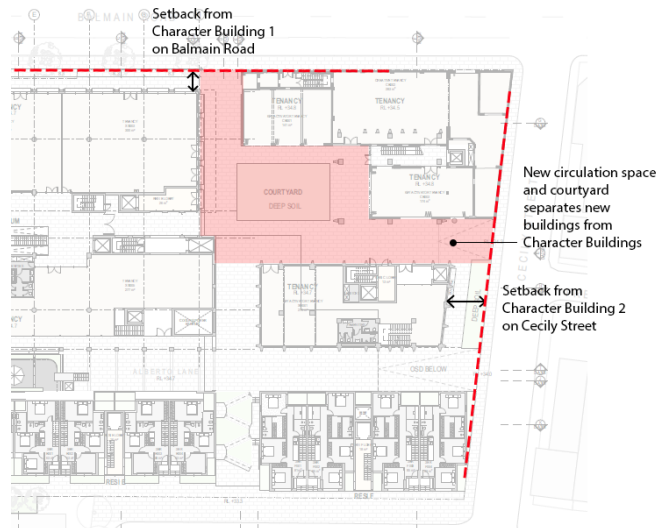


Figure 87: Diagram identifying new zone and setbacks to enable the character buildings to be distinguished from other built elements on the site (Source: NBRS overlay on CHROFI ground floor plan)

The proposal includes a new courtyard between the Character Buildings and the new development. This is an important aspect of the design which will provide an opportunity to appreciate the character of the site from a new recreational space. The existing built fabric of the will contribute to the character and quality of this courtyard. The courtyard will be accessible via new pedestrian links from Balmain Road and Cecily Street, removing unsympathetic additions and enabling the former bakery buildings on both frontages to be legible as buildings which are distinct from new development.

05 MATERIALS AND COLOUR

Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:

- response to predominant materials, textures and colour palette – harmonious, complementary, contrasting;

The materials proposed for the new development are based on the existing materials within the character buildings on the site. These include face brickwork, painted render, timber joinery and steel window frames and are characteristic of the period and typology of these buildings. CHROFI have applied these materials in a contemporary manner across the proposed design scheme to create a harmonised palette which reflects the character and quality of the early buildings.


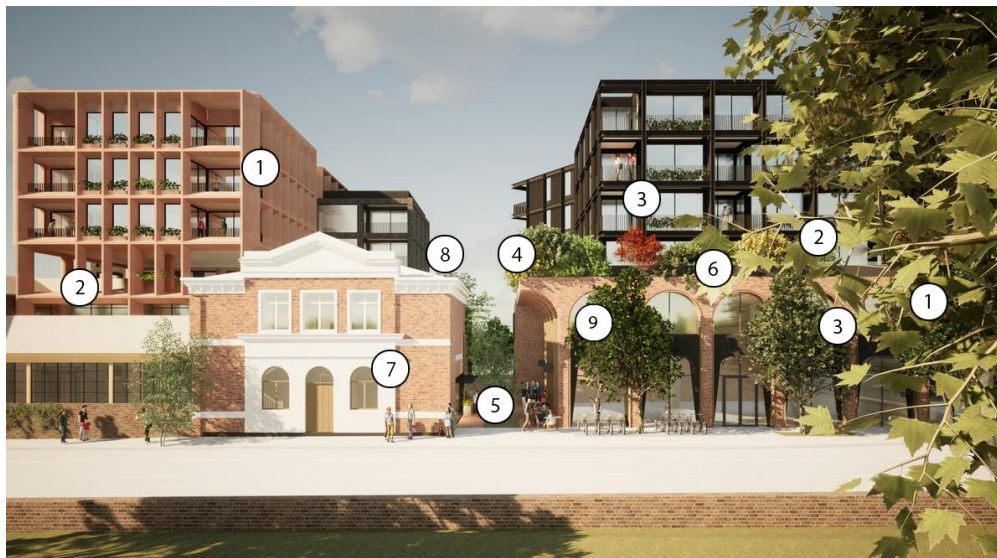
<ul style="list-style-type: none"> • commensurate quality of new materials; • qualities of light and shadow; • hierarchy of material use (for example, solid masonry base and lightweight upper levels); • relationship between skeleton or structure and skin. 	
<p>06 DETAILING Annotate drawings, photographs of model or photomontages to describe the relationship between the proposed new development and the context, in terms of the following design criteria:</p> <ul style="list-style-type: none"> • response to distinctive details of neighbouring existing buildings – reinterpretation in contemporary materials, contrast; • relationship of new fences, garden walls, planting and landscape elements to important existing details; • unobtrusive design of new service elements, such as solar panels and water tanks. 	<p>The architectural detailing of the proposed design will be based on the existing palette of materials and details established by the character buildings on the site. Proposed details are in materials which are aesthetically compatible with the materials of the character buildings, and are designed as a contemporary interpretation of existing details.</p>  <p><i>Figure 88: Metal framed windows on the Balmain Road façade of the workshop / shed which is part of Character Building 2, seen behind later security bars.</i></p>



Figure 89: Proposed contemporary metal framing of brick and metal openings
(Source: excerpt from image provided by CHROFI)

This contemporary detailing and materiality creates a high-quality architectural façade with appropriate proportions, materiality and form to reference the character of the site while providing a contemporary response to it.

The following diagram accompanies the table above to illustrate the heritage-related design responses included in the proposed development.



KEY

1. Use of face brickwork to reference the materiality of the character buildings
2. Setback of the new buildings from the character buildings, to allow them to remain prominent on the streetscape
3. Use of metal framing to reference the steel window framing on the Character Shed and the light industrial historic, and continuing, uses of the site
4. Separation of the new development from the former bakery building to assist in its legibility
5. Through-site link providing new views from Callan Park to Fred Street
6. Vegetation complementing the green spaces of Callan Park
7. Conservation works to repair damaged fabric and deteriorated surfaces on character buildings
8. Reinstatement of missing parapet details
9. Contemporary arches to reference arched windows on the former bakery facade

Figure 90: Annotated diagram identifying design measures which have responded to the historic context of the proposed development (Source: NBRS, based on image provided by CHROFI)

7.0 RECOMMENDATIONS AND CONCLUSION

7.1 RECOMMENDATIONS

To mitigate any potentially adverse impacts from the proposal, we make the following recommendations:

R1 - A Photographic Archival Recording of the Character Buildings on the site should be carried out prior to demolition

7.2 CONCLUSION

The proposed development at 469-483 Balmain Road, Lilyfield, will have an acceptable impact on the heritage significance of the heritage items in the vicinity. The character buildings will be retained and adapted in a manner which retains the legibility of their original use and industrial character.

Views of the heritage items in the vicinity, and the identified Character Buildings on the site will be retained.

The proposed development consistent with the heritage objectives of the *Inner West LEP 2022* and the heritage controls in the draft site-specific DCP.

For these reasons, the consent authority should have no hesitation, from a heritage perspective, in approving this application.



Sophie Bock
Principal
NBRS