

24001

17 April 2025

Matthew Stewart
CEO
Canterbury-Bankstown Council
PO Box 8
Bankstown NSW 1885





Dear Mr Stewart,

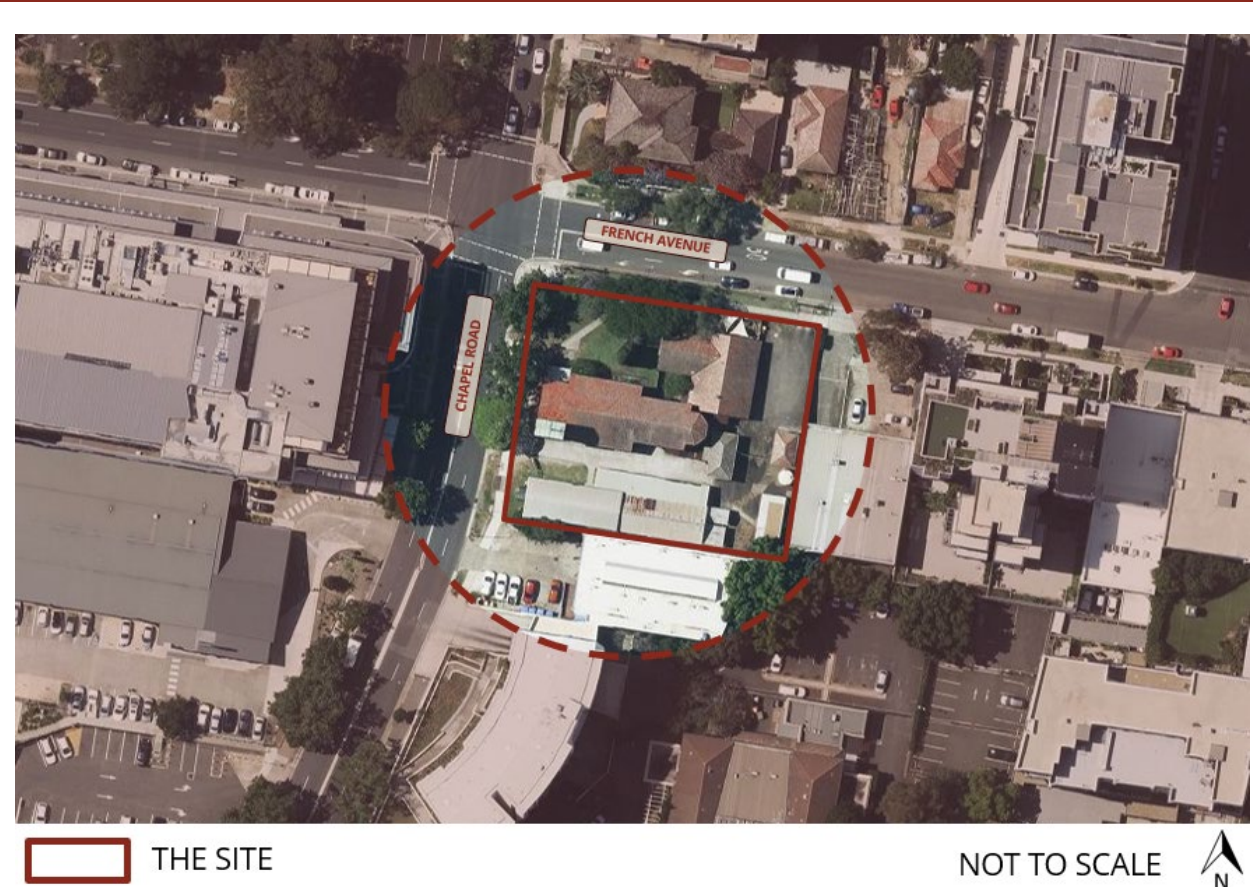
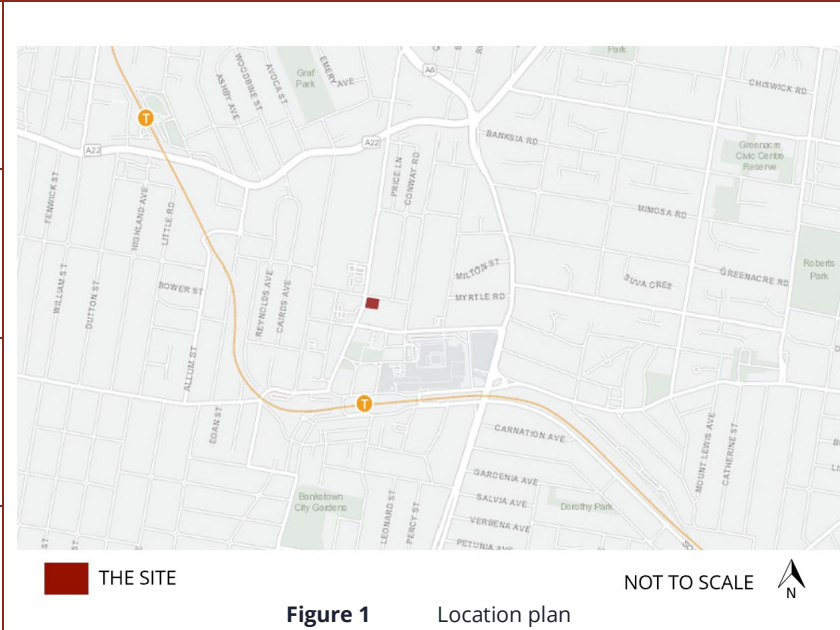
Statement of Environmental Effects Demolition of Existing Structures | 459 – 461 Chapel Road, Bankstown

This Statement of Environmental Effects (SEE) has been prepared by Beam Planning to support a Development Application (DA) for the proposed demolition of existing structures at Saint Paul's Anglican Church, located at 459 – 461 Chapel Road, Bankstown (the site). A summary of the key aspects of the project are provided below, followed by a full assessment of the proposal against the relevant legislation.






Who is the proponent?	Sydney Anglican Property
Where is the site?	459 – 461 Chapel Road, Bankstown.
What is this DA for?	Demolition of all existing structures on the site.
Why is it being lodged?	As part of its broader mission to care for the vulnerable in society, Sydney Anglican Property with the Parish of Bankstown intend on redeveloping the site for social and affordable housing as well as delivering new community facilities incorporating a place of public worship, which is being sought a concurrent State Significant Development Application (SSDA). The demolition subject to this DA will facilitate the future development and enable works to commence on site whilst the planning process progresses for the SSDA, ultimately allowing the timely delivery of social and affordable housing.
Does it comply with the relevant planning controls?	The proposed demolition of the site complies with all applicable planning controls.
What are the key impacts and how will they be managed?	The key impact of this development is the demolition of the existing Church on the site. Although the site is not heritage listed, the history of the site and its significance to the community has been a topic of contention in the past and therefore, a Heritage Demolition Report has been prepared by GBA Heritage. The Report clearly demonstrates that the building does not meet any of the significance criteria and therefore supports its demolition. The Report makes a number of recommendations such as archival recording to preserve a record of the building on the site.
Who is responsible for approving it?	Canterbury-Bankstown Council is responsible for the assessment of this DA and has the capacity to approve it under delegation.
Why should it be approved?	The approval of this DA will facilitate the delivery of a 23-storey mixed-use development comprising 185 social and affordable dwellings and 1 ancillary rectory dwelling for the church (totalling 186 dwellings) and community facilities, commercial and retail premises and a childcare centre. This development is in response to the site's incentive height and floor space ratio bonuses provided under the Bankstown Transport Oriented Development (TOD) Accelerated Precinct, as the site was recognised for its capacity to provide social and affordable housing, in a strategic location.

1.0 Site Analysis





 Address	459 – 461 Chapel Road, Bankstown
 Legal Description	Lots 26A, 27A and 28A in DP7058
 Site Area	2,179m ² Survey at Appendix A.
 Owner	Sustainable Development Group Limited



Key Information about the Site

 <p>Existing Development</p>	<p>The site comprises:</p> <ul style="list-style-type: none"> • an existing 350 capacity church building, currently used by Saint Paul's Anglican Church; • associated ministry building; • additional building containing a range of community uses; and • at grade car parking for 8 vehicles.
 <p>Vegetation</p>	<p>The site has existing vegetation on the north and western boundaries of the property. Nine trees are located within the site boundary. Five of these trees line the northern boundary of the site along French Avenue, with four trees scattered within the church grounds. 3 mature trees are located in the road reserve, along Chapel Road. Two trees are located directly south of the south-eastern corner of the site, in the neighbouring property. The north-western portion of the site is turfed.</p>
 <p>Site Access</p>	<p>The site offers pedestrian access from the Chapel Road and French Avenue frontages. Vehicular access is also available from both frontages with an existing driveway accessible via Chapel Road that runs parallel to the site and an additional driveway via French Avenue situated behind the church.</p>
 <p>Heritage</p>	<p>The site is not currently identified as an item of heritage significance or in a heritage conservation area. The heritage significance of the site is discussed in more detail in Section 3.2.1.</p>
 <p>Topography</p>	<p>The site is generally flat, with a very gentle slope from RL30.765 on the northern boundary, to RL28.957 on the southern boundary.</p>

Surrounding Development

 <p>North</p>	<p>To the north of the site is French Avenue. Directly across the site are a variety of mixed-use sites, including Quran College Bankstown, and high-density residential dwellings. Continuing north are several residential properties, including three-storey residential dwellings. An educational hub exists further on Chapel Road including TAFE NSW Bankstown, St Felix Catholic Primary School and LaSalle Catholic College. Beyond this is the Hume Highway Corridor, a key piece of infrastructure connecting Bankstown to other regions of Sydney.</p>
 <p>South</p>	<p>To the south of the site is Bankstown Community College, Bankstown Medical and Dental Centre and a nine-storey residential building. Further south is Bankstown Town Hall and Bankstown Library and Knowledge Centre. These buildings comprise the Bankstown City Centre, along with the Bankstown Council Chambers, Paul Keating Park and the Western Sydney University Bankstown Campus. Beyond this is Bankstown Train Station which is approximately 450m south of the site.</p>
 <p>East</p>	<p>To the east of the site are several high-density residential and mixed-use properties. North-east of the site are low and high-density residential properties and RM Campbell Reserve. Approximately 650m east of the site is Stacey Street, a major arterial road connecting Bankstown to other regions in Sydney. South-east of the site is Bankstown Central Shopping Mall which offers a range of retail, entertainment and food services. Bankstown Central Shopping Mall has been flagged for future development.</p>
 <p>West</p>	<p>To the west of the site is Little Saigon Plaza, a five-storey shopping mall that offers a range of commercial, retail and entertainment spaces for the local community. Further west is a range of community services including a law firm, nursing home and medical services. South-west of the site is the Department of Communities and Justice – Housing Bankstown and Islamic places of worship. Bankstown-Lidcombe Hospital is 3km south-west of the site, while Bankstown Airport is approximately 4.8km from the site.</p>

Relevant History of the Site

Table 1 provides a summary of the history of the site, and the debated heritage significance of the Church.

Table 1 History of the site

Year	Relevant History
September 2015	Bankstown City Council resolved to make an Interim Heritage Order (IHO) for the property at no. 459 Chapel Road in Bankstown under the <i>Heritage Act 1977</i> . This was based on a 2015 Heritage Assessment by Sue Rosen Associates, which concluded that the site qualified for listing as an item of local heritage significance.
February 2016	An objection letter was submitted by GBA Heritage, on behalf of the Church, noting that the Sue Rosen Associates assessment did not employ the longstanding and widely used assessment criteria for heritage listing established by the NSW Heritage Office (now Heritage NSW) and included inaccurate information and characterisation of some site elements. Sue Rosen Associates provided a Supplementary Heritage Report, that included a heritage assessment against the established criteria and a comparative analysis of churches designed by the architect, Norman McPherson, concluding that the Church is characteristic of McPherson's work and that the Church building has high heritage significance based on the criteria for aesthetic, historic, associational and social significance.
April 2016	GBA responded to the Supplementary Heritage Report in a letter dated 11 April 2016, noting that the report mischaracterises the Church's lack of architectural integrity as a contributor to its significance, and concluding that the site did not quality for heritage listing. Subsequently, Council resolved not to list the Church as a heritage item.
September 2021	At the Canterbury Bankstown Local Planning Panel Meeting, Council endorsed the preparation and submission of a Planning Proposal to amend the draft Canterbury Bankstown Local Environmental Plan 2021 for Gateway Determination that implements the Bankstown City Centre Masterplan. The Draft Plan included incentive-based height and floor space controls, where sites are proposed to receive uplift above current controls, subject to the provision of on-site infrastructure, affordable housing and/ or employment generating floor space. As part of their Masterplan process, Council prepared a heritage study to explore potential items for heritage listing within the Bankstown City Centre precinct, including the site. The recommendations of that heritage study would be incorporated into the Planning Proposal and potentially affect the site's redevelopment potential.
March 2022	Canterbury-Bankstown Council submitted their Planning Proposal to implement the Bankstown City Centre Masterplan. The Planning Proposal identifies the site as having an FSR of 3:1, within FSR area 3 and a maximum building height of 35m. The Planning Proposal refers to an additional Planning Proposal that is currently being undertaken, which reviews a list of items which have the potential to be listed as an item of heritage significance. The subject site is not identified on this list. The Proposal reiterates that no FSR of height of building uplift has been provided to any heritage listed sites.
December 2023	The NSW Government released its TOD program to encourage sustainable and mixed-use development around transport. Bankstown was identified as one of the eight priority high growth areas near transport hubs in Greater Sydney for accelerated zoning, to facilitate the TOD program.
July 2024	The Department of Planning, Housing and Infrastructure (DPHI) released the rezoning proposal for Bankstown. This proposal was based upon Council's masterplan. The rezoning proposal includes a Heritage Significance Assessment Report, prepared by GML Heritage relying on previous work undertaken by Extent which identifies the site as an item of potential heritage significance. Following public exhibition of the Plan, which Sydney Anglican Property made a detailed submission to, we understand the Department is undertaking a further assessment in relation to whether the building should actually be listed.
November 2024	DPHI finalised the Bankstown TOD Masterplan, and amended the Canterbury-Bankstown LEP 2023 which did not list the site as an item of heritage significance, confirming that St Pauls Anglican Church is not an item of local heritage significance.

2.0 The Proposed Development

This DA seeks approval for the demolition of all existing structures on the site, to ensure the site is construction ready for the social and affordable housing SSDA that is concurrently being sought on the site. Specifically, the proposed works include the demolition of the:

- 1.5m high metal fence surrounding the site;
- missionary single storey brick building;
- existing church;
- existing single storey weatherboard building that served as a multi-functional hall;
- overhead powerlines on the site;
- storage room;
- existing single storey weatherboard building;
- water tank;
- additional building; and
- 1.3m high brick wall on the eastern boundary of the site.

A Demolition Plan prepared by Plus Architects is included at **Appendix B**. An extract of the plans showing the proposed demolition is provided at **Figure 3**. The DA does not seek to remove any trees on site.

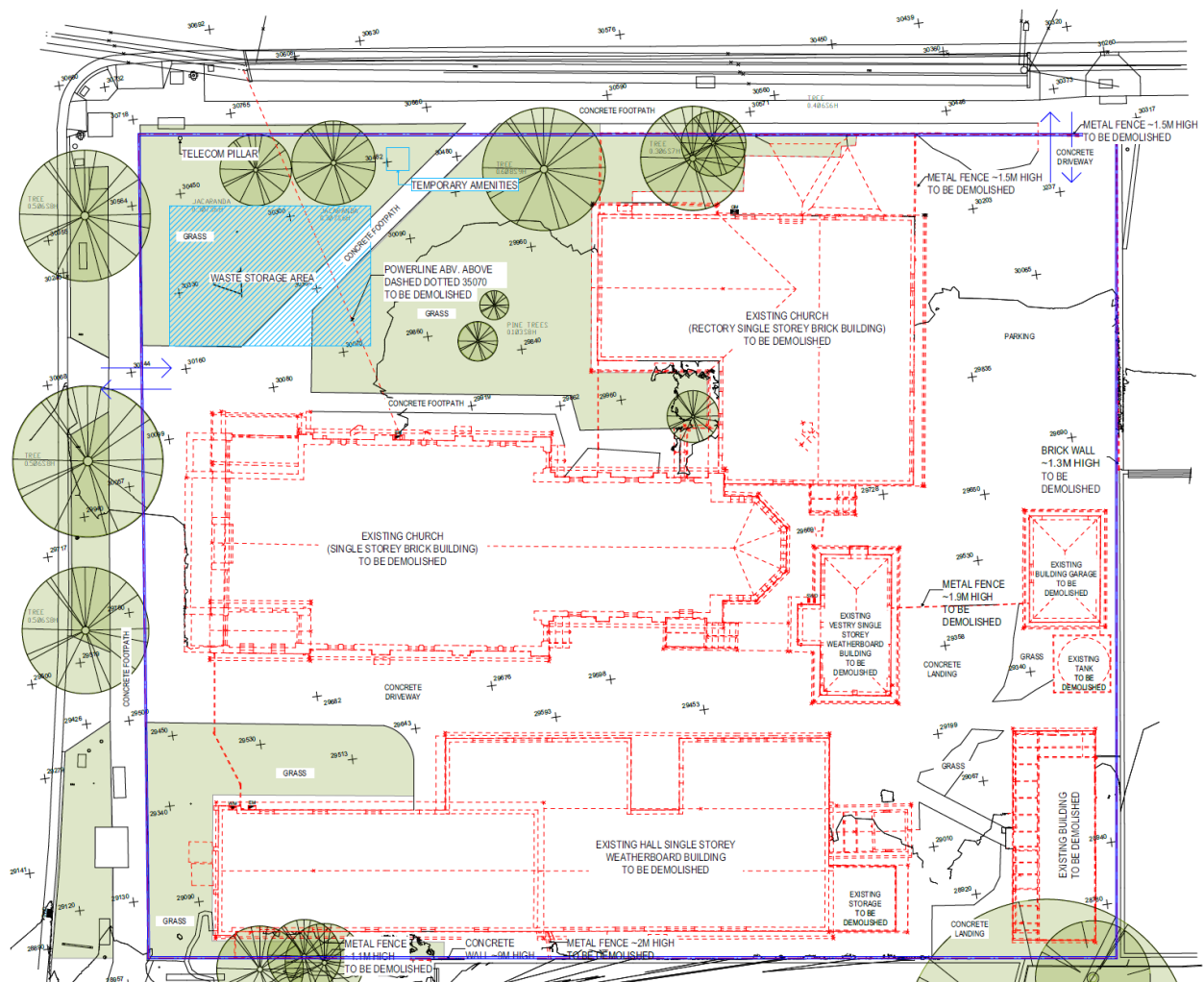


Figure 3 Demolition plans for the site

Source: Plus Architects

3.0 Planning Assessment

This section provides an assessment of the matters the consent authority must consider when determining a development application under Section 4.15(1) of the *Environmental Planning & Assessment Act 1979* (EP&A Act).

3.1 Statutory Framework

3.1.1 Acts and State Environmental Planning Policies

The relevant State Environmental Planning Policies (SEPPs) are assessed in **Table 2**.

Table 2 Summary of consistency with State Environmental Planning Policies

Plan	Comments
SEPP (Resilience and Hazards) 2021	<p>Chapter 4 of the Resilience and Hazards SEPP is applicable to the remediation of land. Consent must not be granted to the carrying out of any development on land unless –</p> <p>(a) it has considered whether the land is contaminated,</p> <p>(b) if the land is contaminated, it is satisfied that the land is suitable in its contaminated state (or will be suitable, after remediation) for the purpose for which the development is proposed to be carried out, and</p> <p>(c) if the land requires remediation to be made suitable for the purpose for which the development is proposed to be carried out, it is satisfied that the land will be remediated before the land is used for that purpose.</p> <p>The site has not previously been used for any other purpose, other than for a place of public worship and therefore, is not likely to be contaminated or need remediation.</p>

3.1.2 Canterbury-Bankstown Local Environmental Plan 2023

An assessment against the relevant clauses of *Canterbury-Bankstown Local Environmental Plan 2023* (Canterbury-Bankstown LEP 2023) are assessed in **Table 3**.

Table 3 Assessment against Canterbury-Bankstown Local Environmental Plan 2023

Clause	Standard	Comment
Clause 2.3 Zone Objectives and Land Use Table	B4 Mixed Use	No land use is proposed as part of this DA. Demolition is undertaken in accordance with Clause 2.7 of the LEP.
Clause 2.7 Demolition Requires Development Consent		Clause 2.7 states that demolition of a building or work may be carried out only with consent. This application seeks consent for the demolition of the works specified in Section 2.0 .
Clause 4.3 Height of Buildings		<p>The mapped height of building for the site is 35m. However, this clause is overridden by Clause 6.41, included below.</p> <p>The mapped height of building for the site is not applicable to this DA, as it does not involve built form.</p>
Clause 4.4 Floor Space Ratio		<p>The mapped FSR for the site is 3:1. However, this clause is overridden by Clause 6.41, included below.</p> <p>The mapped FSR for the site is not applicable to this DA, as it does not involve built form.</p>
Clause 5.10 Heritage Conservation		The site is not listed as a local heritage item and is not located within a heritage conservation area. The proposed development will not result in any impacts to items of heritage significance within the Canterbury-Bankstown LGA.

Clause	Standard	Comment
Clause 6.41 St Paul's Anglican Church	The site has an incentive height of 78m, and an incentive FSR of 6.7:1, under the TOD incentives to provide additional housing near Bankstown Station.	
	The incentive height and FSR for the site is not applicable to this DA, as it does not involve built form.	

3.1.3 Canterbury-Bankstown Development Control Plan 2023

The proposal is generally consistent with the objectives of Canterbury-Bankstown Development Control Plan 2023 (Canterbury-Bankstown DCP 2023) noting no new development is proposed on the site. The Demolition and Construction Guide is applicable to the site.

As per the development controls of Section 5 of the Demolition and Construction Guide, the following reports have been provided:

- A Demolition Statement, prepared by Binah, included as **Appendix C**.
- A Waste Management Plan, prepared by Binah, included as **Appendix D**.
- An Erosion and Sediment Control Plan, prepared by Northrop, included as **Appendix E**.

These reports ensure that all requirements of the Demolition and Construction Guide are considered and achieved with this proposal. The Demolition Statement identifies the methods of demolition and waste disposal and the requirements for asbestos clearance certificates. It specifies the site preparation that will be undertaken prior to the commencement of the demolition work as well as the protocols for handling hazardous material if found on the site.

3.2 Key Matters

This section assesses the key planning issues and likely environmental, social, and economic impacts of the development on the natural and built environment.

3.2.1 Heritage

The site is not identified as an item of heritage significance, under the Canterbury-Bankstown LEP 2023. However, as explained in **Table 2**, the site has been subject to discussions regarding the heritage significance of the Church and whether it should be heritage listed. Ultimately, following the implementation of the Bankstown TOD LEP controls, the site has not listed as an item of heritage significance.

Considering the history and contentions regarding the heritage significance of the site, a Heritage Demolition Report has been prepared by GBA Heritage, which is included as **Appendix F**. This Report provides a detailed history of the site, highlighting that the Church compound was designed by architect Norman Welland McPherson in 1938. This design detailed an elegant compound with a simple brick Romanesque Church with a modest gabled roof behind a low parapet, elegant tall pointed-arch (Gothic) windows and a modest bell tower set back from the front façade. The church that was constructed in 1939 did not reflect the designs, as the church was completed with a simplified façade and no bell tower. Additional buildings that were also proposed to surround the Church were never built. An addition to the western side of the Church commenced in 1958 and was completed in 1961. The 1961 addition is a clear departure from the original building's style, replacing the Romanesque facade with a modernist Post-War Ecclesiastical style. The extent to which McPherson himself was involved in the design is unknown.

The Report provides a detailed assessment of the building's heritage significance against the NSW Heritage Office's established criteria for 'Assessing Heritage Significance'.

The Report concludes that the building does not meet the threshold of significance required for a heritage listing. As part of Sydney Anglican Property's submission on the draft listing it also engaged Wier Philips to undertake a peer review of the GML peer review of Extent's assessment which also concluded that the building does not meet the threshold of significance (see **Appendix G**).

GBA Heritage found that the building demonstrates a degree of technical achievement that was not unusual for the time, and due to the additions surrounding the building and the combination of, and transition between the Romanesque and Post-war ecclesiastical style within one building which is considered abrupt, the building does not meet the threshold for a heritage listing. The Church's primary façade was replaced with a completed different style façade which is considered to be intrusive on the significance of the original building. An extract of GBA's Statement of Significance is provided below based on its assessment:

Historically, it is not the church building that is 'important' or significant, but the Bankstown presence of the Anglican Church as an organisation, and secondarily, as of c.1914-1920, the site on which the current Church is located.

In terms of historic associations, the church is associated primarily with the office of NW McPherson. While McPherson and subsequently his office designed a number of churches, McPherson himself is considered to have been a 'journeyman' architect rather than an 'important', innovative or influential one, and the degree of his involvement with the 1961 addition is not sufficiently apparent to be considered 'strong or special'.

As noted, and as shown in Section 2.5 in particular, the Church is not 'important' in demonstrating the characteristics of either of its architectural styles, and the combination of the two does not, in this case, result in aesthetic, creative or technical importance.

As shown, the social, cultural and spiritual relationship between the congregation and St Paul's is not unusually 'strong or special', as every place of worship has such a connection. Further, the congregation's strong connection is to the Anglican Church primarily, and to this location secondarily: this is the second church on the site and there is considerable congregational support for the current church to be replaced so as to better serve its needs.

Neither section of the building has been constructed using unusual techniques and the site is not known to have archaeological or Aboriginal significance.

Neither Inter-War Romanesque nor Post-War Ecclesiastical are especially rare in Sydney or NSW, and the example of these style at St Paul's are at best partial and modest.

While the two sections of St Paul's have features associated with their styles, neither section is 'important' in demonstrating these characteristics, especially in view of the other examples available.

Overall, St Paul's Anglican Church does not merit heritage listing.

The c.1914-1920 former church located on the site, now the Community Hall, has been extensively altered and added to, adversely impacting its significance to the extent that it, too, would not merit listing as an item of heritage significance.

Other buildings on the site are relatively recent minor functional buildings (offices, WCs and a garage) that are not considered to have heritage significance.

In light of the above, GBA Heritage support complete demolition of the buildings on the site. The following recommendations have been made, prior to the commencement of demolition:

- Complete an archival photographic recording of the existing site and its buildings;
- Commission and implement a heritage interpretation plan which interprets the significant history of the site for users and visitors; and
- Commission a salvage schedule, identifying evidence of congregational and community involvement with the site, including signs, plaques, stained glass windows, and that such items be reused insofar as possible and as indicated in the heritage interpretation plan.

3.2.2 Tree Protection

No trees are proposed to be removed as part of this DA. There are several trees in the road reserve and on the site that are identified as being of high retention significance. Tree protection measures will be implemented, in line with Council's Tree Management Order to ensure the proposed demolition does not have adverse impacts on the existing trees. Development control 2.8 of the Guide require:

Existing trees, both on the site and adjoining footpath reserve, must be protected with fencing to prevent damage during demolition, and retained in accordance with Council's Tree Preservation Order.

Fencing and adequate protection will be erected around all site and street trees prior to the commencement of demolition works to ensure that all trees are protected.

We trust that this letter is sufficient to allow for Council's assessment of the DA. Should you have any questions please do not hesitate to contact me.

Kind regards,



Michael Rowe

Director

mrowe@beamplanning.com.au