

# HERITAGE IMPACT STATEMENT



## *Planning Proposal*

Nos. 173 – 179 Walker Street & 11-17 Hampden Street,  
North Sydney

March 2019 | J2661

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# 1 INTRODUCTION

## 1.1 Preamble

This Heritage Impact Statement (HIS) accompanies a Planning Proposal for the formal amendment of the base FSR control and the height limit in the North Sydney Local Environmental Plan 2013 (LEP 2013) of the site, hereafter referred to as the “East Walker Street Precinct”, at No. 173 – 179 Walker Street and 11-17 Hampden Street, North Sydney, New South Wales.

The “East Walker Street Precinct” is located within the Municipality of North Sydney. The principal planning control for the “East Walker Street Precinct” is the *North Sydney LEP 2013*. The “East Walker Street Precinct” is not listed as a heritage item but is located within the vicinity of a number of heritage items as defined by Schedule 5 Part 1 of the *North Sydney LEP 2013*. Under Part 5.10 of the *LEP 2013*:

(4) Effect of proposed development on heritage significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

(5) Heritage assessment

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or
- (b) on land that is within a heritage conservation area, or
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

In order to assess the heritage impact of the proposed change to the planning controls on heritage items in the vicinity of the “East Walker Street Precinct”, a heritage management document must be submitted with the Planning Proposal. The appropriate heritage management document in this instance is a HIS.

This report has been prepared at the request of the Avenor.

## 1.2 Authorship

This statement has been prepared by Anna McLaurin, B.Envs (Arch), M.Herit.Cons., and James Phillips, B.Sc.(Arch), B.Arch, M.Herit.Cons.(Hons), of Weir Phillips Heritage.

## 1.3 Limitations

A detailed history of the “East Walker Street Precinct” and a full assessment of significance to NSW Heritage Division standards were not provided for. The history contained in this statement was compiled from readily available sources listed under Section 1.5 below.

An Aboriginal history and assessment was not provided for. No historical archaeology was carried out on the “East Walker Street Precinct”.

## 1.4 Methodology

This HIS has been prepared with reference to the NSW Heritage Division publications *Statements of Heritage Impact* (2002 update) and *Planning and Heritage* (1996) and also with reference to the Council planning documents listed under Section 1.5 below.

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## 1.5 Documentary Evidence

### 1.5.1 General References

- Apperly, Richard et al, *A Pictorial Guide to Identifying Australian Architecture*, Sydney, Angus and Robertson, 1989.
- Attenbrow, Val, *Sydney Aboriginal Past: investigating the archaeological and historical records*, NSW, University of New South Wales Press Ltd, 2002.
- Borough of St. Leonards, *Rate and Valuation Records*. Various dates. North Sydney Heritage Centre.
- Godden Mackay, *North Sydney Heritage Study*. Unpublished report for North Sydney Council, 1993, p.43. North Sydney Heritage Collection, Stanton Library.
- John Sands Ltd, *John Sands' Sydney and Suburban Directories*, Sydney, John Sands Ltd, various years.

### 1.5.2 Maps, Plans and Photographs

- NSW Lands Department, *Aerial Photograph over North Sydney*, 1943. Department of Lands 2015.
- NSW Lands Department, *North Sydney Block Plans, 41*, 10 February, 1891. North Sydney Heritage Centre.
- North Sydney Council Archives

### 1.5.3 Heritage Listing Sheets

- *Stone Wall*, Walker Street (near Hampden Street) (I0996) State Heritage Inventory Database No.: 2186359
- *House*, 144 Walker Street, North Sydney (I0984) State Heritage Inventory Database No.: 2181932
- *House*, 146 Walker Street, North Sydney (I0985) State Heritage Inventory Database No.: 2181933
- *House*, 148 Walker Street, North Sydney (I0986) State Heritage Inventory Database No.: 2181934
- *House*, 150 Walker Street, North Sydney (I0987) State Heritage Inventory Database No.: 2181935
- *Wenona Girls' School Group—Wenona*, 186 Walker Street, North Sydney (I0989)
- *House*, 2 Hampden Street, North Sydney (I0840) State Heritage Inventory Database No.: 2186327
- *House*, 4 Hampden Street, North Sydney (I0841) State Heritage Inventory Database No.: 2181625
- *House*, 6 Hampden Street, North Sydney (I0842) State Heritage Inventory Database No.: 2181626
- *House*, 8 Hampden Street, North Sydney (I0843) State Heritage Inventory Database No.: 2181627
- *House*, 10 Hampden Street, North Sydney (I0844) State Heritage Inventory Database No.: 2181628
- *House*, 12 Hampden Street, North Sydney (I0845) State Heritage Inventory Database No.: 2181629
- *House*, 14 Hampden Street, North Sydney (I0846) State Heritage Inventory Database No.: 2181630
- *House*, 185 Walker Street, North Sydney (I0988). State Heritage Inventory Database No.: 2182717

### 1.5.4 Planning Documents

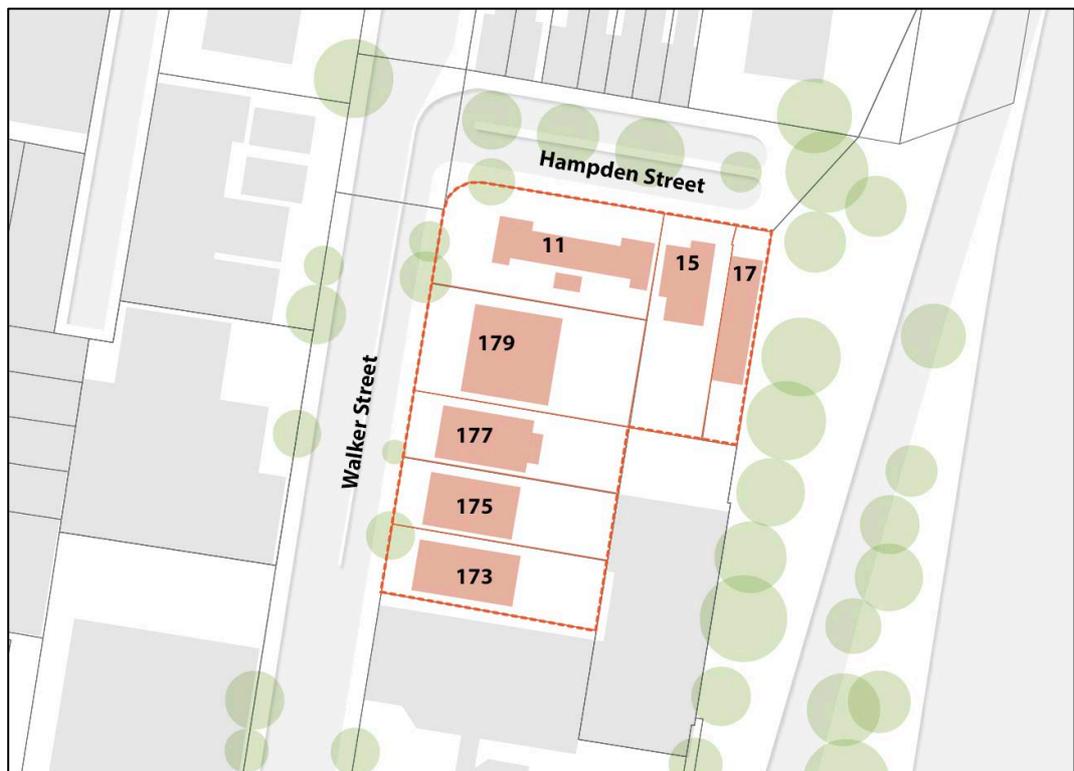
- North Sydney Development Control Plan 2013.
- North Sydney Local Environmental Plan 2013.

## 1.6 “East Walker Street Precinct” Location

No. 173 – 179 Walker Street and 11 – 17 Hampden, North Sydney is located on the eastern side of Walker Street, between Berry Street to the south and Hampden Street to the north (Figure 1).

The “East Walker Street Precinct” is identified as:

- 173 Walker Street: Lots 1-6 / SP11082
- 175 Walker Street: Lots 1-6 / SP86752
- 177 Walker Street: Lots 1-6 / SP9808
- 179 Walker Street: Lots 1-6 / SP64615
- 11 Hampden Street: Lot 1 of D.P. 119732
- 15 Hampden Street: Lot 1 of D.P. 591516
- 17 Hampden Street: Lot 2 of D.P. 591516



**Figure 1: The location of the site.**

SJB Architects 2018 annotations by Weir Phillips Heritage and Planning

## 2 HERITAGE MANAGEMENT FRAMEWORK

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The “East Walker Street Precinct” is not subject to any statutory heritage listings. It is not listed as a heritage item on the National or Commonwealth Heritage List, State Heritage Register, Schedule 5 of the *North Sydney LEP 2013*

The “East Walker Street Precinct” is not located in a heritage conservation area as defined by Schedule 5 Part 2 of the *North Sydney LEP 2013*.

Please note: No. 179 Walker Street, North Sydney was previously gazetted as a heritage item under Schedule 2 of the *North Sydney LEP 2001*. The site was formally delisted from the LEP in the February-August 2011 revision of the *North Sydney LEP 2001*. The North Sydney Heritage Review (2007) prepared by Architectus notes the following with regard to delisting of the item:

The building was apparently built c. 1915. The Conservation Plan contains no information that would merit the building be listed under criteria (a) and (b) (historic significance).

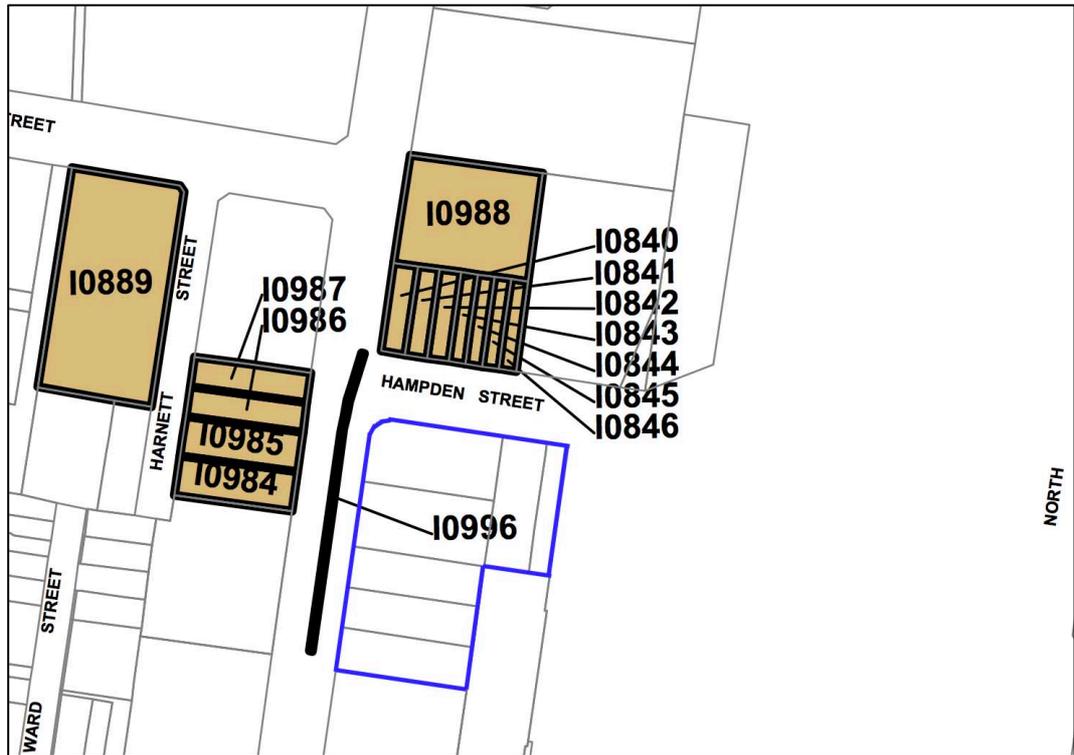
The building is not a good example of its type aesthetically (criterion c) and has been altered unsympathetically. There is no evidence of previous buildings on the site and the building is not technically significant (criterion e).

There are many examples of the type in North Sydney and the building is not rare (criterion f).

The “East Walker Street Precinct” is located within the vicinity of a number of heritage items listed by Schedule 5 Part 1 of the *North Sydney LEP 2013*. A complete list of items is provided below. Details of their identified significance can be found in Section 5.2 below.

Figure 2 provides detail from the North Sydney Heritage Map (*LEP 2013*), which identifies heritage items, listed by Schedule 5 Part 1 of the *LEP 2013*, in the vicinity of the “East Walker Street Precinct”. Heritage items are coloured brown and numbered. The “East Walker Street Precinct” is outlined in blue.

- *Stone Wall*, Walker Street (near Hampden Street) (I0996)
- *House*, 144 Walker Street, North Sydney (I0984)
- *House*, 146 Walker Street, North Sydney (I0985)
- *House*, 148 Walker Street, North Sydney (I0986)
- *House*, 150 Walker Street, North Sydney (I0987)
- *Simsmetal House*, 41 McLaren Street, North Sydney (I0889)
- *House*, 2 Hampden Street, North Sydney (I0840)
- *House*, 4 Hampden Street, North Sydney (I0841)
- *House*, 6 Hampden Street, North Sydney (I0842)
- *House*, 8 Hampden Street, North Sydney (I0843)
- *House*, 10 Hampden Street, North Sydney (I0844)
- *House*, 12 Hampden Street, North Sydney (I0845)
- *House*, 14 Hampden Street, North Sydney (I0846)
- *House*, 185 Walker Street, North Sydney (I0988)



**Figure 2: Heritage Map 002A, North Sydney LEP 2013. The blue outline identifies the “East Walker Street Precinct”.**

## 2.1 Relevant Heritage Legislation

In Australia and NSW, heritage listings give rise to statutory requirements to consider the heritage impact of any proposed works on a heritage item. The following requirements are relevant to any works being proposed to the “East Walker Street Precinct”.

### 2.1.1 NSW Heritage Act 1977

The *NSW Heritage Act 1977* provides statutory obligations for the conservation of items of heritage significance in NSW. Places, buildings, works, relics, movable objects or precincts considered to be of significance for the whole of NSW are listed on the State Heritage Register (SHR). The SHR is administered by the Heritage Division of the Office of Environment and Heritage (OEH) and includes a diverse range of over 1500 items. Any alteration to these assets is governed by heritage guidelines and works cannot be carried out without prior approval from the Heritage Council of NSW.

The proposal does not require assessment under the *NSW Heritage Act 1977* as no part of the “East Walker Street Precinct” is listed within curtilage of the heritage items listed in the vicinity.

### 2.1.2 Local Environmental Plan

In NSW, the *Environmental Planning and Assessment Act, 1979 (EP&A Act)* sets out statutory obligations for local governments to take into consideration the impacts to the environment and the community of any proposed development or land-use change. Under the *EP&A Act*, local government must prepare and implement a Local Environmental Plan (LEP) to regulate development within their respective Local Government Area (LGA).

The proposal is assessed with regard to heritage under Section 5.10 of the North Sydney

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LEP 2013 (refer to Section 7.0 of this report).

No. 179 Walker Street, North Sydney was previously gazetted as a heritage item under Schedule 2 of the *North Sydney LEP 2001*. The site was formally delisted from the LEP in the February-August 2011 revision of the *North Sydney LEP 2001*. No other buildings within the “East Walker Street Precinct” have been previously heritage listed.

### 2.1.3 Development Control Plan

Development Control Plans (DCP) provide detailed planning and design guidelines to support the planning controls in the Local Environmental Plan (LEP). The *North Sydney Development Control Plan* was prepared and adopted in 2013 by North Sydney Council (*North Sydney DCP 2013*). It identifies Council’s requirements for new works on land to which the *North Sydney LEP 2013* applies.

The *Section 13.4 of the North Sydney DCP 2013* identifies the following objectives development in the vicinity of heritage items.

*0.1 Ensure that new work is designed and sited so as to not detrimentally impact upon the heritage significance of the heritage item and its setting.*

Under Part C – Character Statements of the North Sydney DCP 2013 the “East Walker Street Precinct” is identified as being within the North Sydney Planning Area within the Hampden Neighbourhood. The desired future character provisions are taken into consideration in this document.

## 3 HISTORICAL DEVELOPMENT

### 3.1 Original Occupation

While an Aboriginal history has not been provided for, it is acknowledged that the northern shores of Sydney Harbour were inhabited by a number of Aboriginal groups at the time of the arrival of the First Fleet in 1788. The Cammeraigal and the Wallumedegal, part of the larger Kuring-gai speaking group, who occupied an area from North Head inland to the Hawkesbury River and north to Lake Macquarie, are recognised as the original occupants of the present-day North Sydney and Mosman municipalities.

### 3.2 North Sydney Before 1850

The Colony of New South Wales was formally established on the southern side of Sydney Harbour in January 1788. In his *An Account of the English Colony in New South Wales*, published at the end of the eighteenth century, David Collins refers to the North Shore of Sydney Harbour, a designation that remains to this day.

From January 1793, successive colonial governors granted land outside the declared boundaries of the Township of Sydney in order to open up the land and augment the colony’s food supplies. The northern shores of Sydney Harbour were located well outside the first township boundaries. Whether occupied or not, most of the land within the present-day North Sydney Council area had been granted by the end of the 1830s.

The first township on the North Shore, the Township of St. Leonards, was laid out in 1836 on Crown land to the north of Hulk Bay, later Lavender Bay. By 1838, the basic road structure of the township was laid out in a traditional 10-chain grid, with Berry, Mount, Blue and Lavender Streets running east-west and Miller and Walker Streets running north-south.

### 3.3 North Sydney Grows 1850-1890

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The Township of St. Leonards prospered. By 1851, it supported a population of 737 people. A second township, North Sydney, was established in 1854. Over the ensuing 20 years, a pattern of harbour-side villa estates developed at Neutral Bay, Kirribilli, Milsons Point and Lavender Bay to take advantage of the spectacular harbour views. Among the residents were prominent merchants or colonial administrators. Alongside these villas was a pattern of more modest dwellings occupied by people able to obtain local or independent employment.

The subject property stands on land that remained in Crown hands until the 1850s. By this time, the system of free grants had come to an end. Land, although still often termed a grant, was purchased from the Crown. The “East Walker Street Precinct” stands on a parcel of land purchased by James Harris French for £85 in 1853. French was the second husband of Mary Blue, daughter of William Blue of Blue’s Point. In 1851, he had been appointed a ranger for Crown lands in present day Frenchs Forest, an area in which he also had extensive land holdings.

The decades between 1860 and 1890 were ones of general economic and urban expansion across Sydney. Between 1881 and 1895, the population of the North Shore grew from 7,000 people to 25,000 people, an increase brought about by the numerous subdivisions that occurred during these years and by improved transportation and services. The development of North Sydney had received a significant boost when the North Shore Railway line opened between Hornsby and St. Leonards in January 1890. The line was extended to Milsons Point in 1893. From 1886, a double-track cable tramway ran from the original Milsons Point Ferry wharf, located where the north pylon of the Harbour Bridge is now, via Alfred St (now Alfred Street South), Junction St (now Pacific Highway), Blue St and Miller Street to the engine house and depot in Ridge Street.

Sydney was divided into municipalities during this era. The area now the Municipality of North Sydney was initially divided into two, and later three, separate council areas. The first to be established was the Borough of East St. Leonards, declared in 1860; it would not be until 1868, however, that the first Council was elected. The Borough of St. Leonards, in which the subject property was located, was declared in 1867. Four years later, however, it split, creating the Borough of Victoria. The three boroughs would eventually combine to create the Municipality of North Sydney in 1890.

### **3.4 Nos. 173-179 Walker Street**

The North Sydney Block Plans dating from the 1890s indicate the “East Walker Street Precinct” was relatively undeveloped at this time, with a small structure (likely a shed) located on the southern boundary of what is now No. 173 Walker Street. See Figure 3.

The Sands Directory indicates that No. 179 Walker Street was built c.1918 and was originally known as *Walumetta Flats*.

A photograph overlooking Hampden Street (prior to the construction of the Warringah Freeway in 1927) shows the sites at No. 173-177 Walker Street relatively undeveloped and containing a number of trees along the Walker Street ridge (Figure 4). No. 179 Walker Street was constructed at this point and is out of frame to the right.

The Sands Directory indicates the next building to be constructed on “East Walker Street Precinct” was No. 173 Walker Street which was constructed in c.1928. The flat building was originally named *Emora Flats*. Between 1929 – 1930 Nos. 175-177 Walker Street were also constructed. No. 175 Walker Street was originally known as *Magora Flats*, whilst No. 177 Walker Street was named *Willora Flats*. It is likely No. 173-177 Walker Street were constructed as part of a speculative building program as was common throughout North Sydney as a result of the anticipated opening of the Sydney Harbour Bridge in 1932.

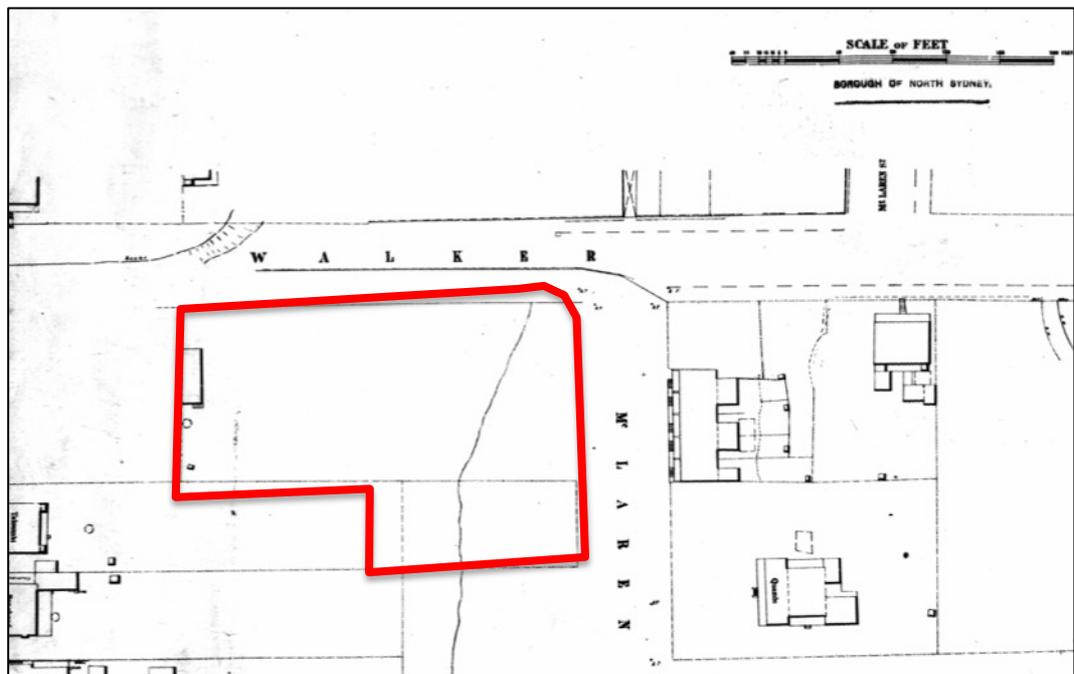
### 3.5 Nos. 11-17 Hampden Avenue

The Sands Directory indicates that No. 15 and No. 17 Hampden Avenue were constructed c.1909 by William and Martha Pollard.

Figure 5 shows Hampden Street in 1938 looking towards Anderson Park in the distance. Although the image does not show any of the buildings on the subject site, the three single storey detached dwellings originally form part of a row of four. No 17 Hampden Street is part of the row but was constructed in a slightly different style with a broken back roof rather than a gabled front with separate balcony. These dwellings were demolished following the construction of the Warringah Freeway.

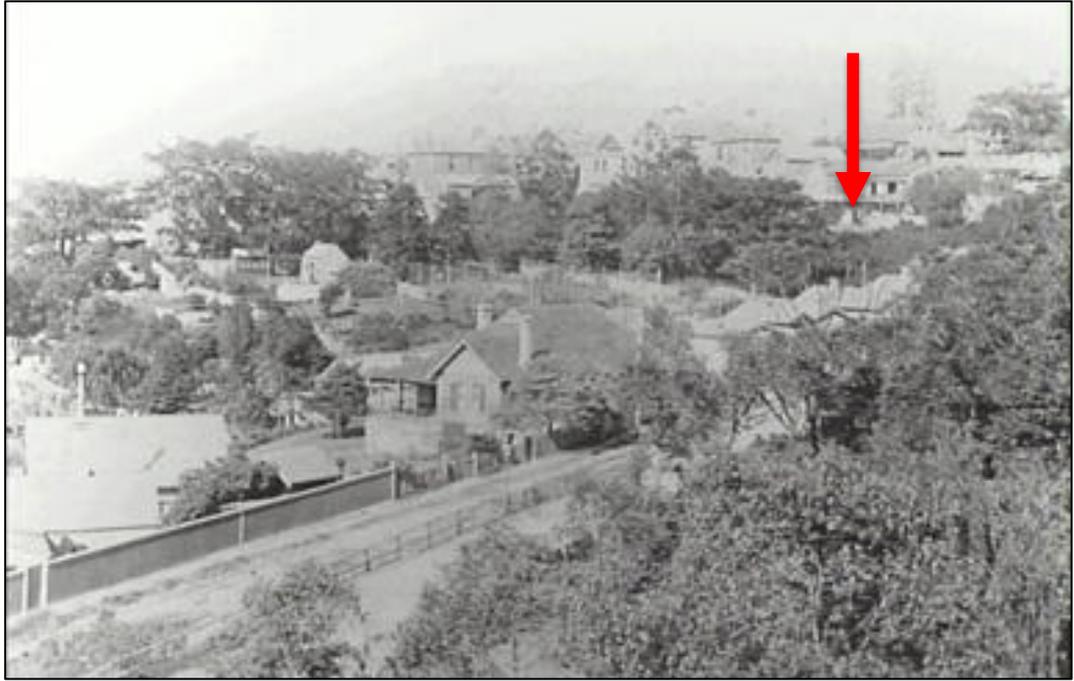
All buildings on the “East Walker Street Precinct” were completed before 1943, with the exception of No. 11 Hampden Street which was constructed in 1958 (Figure 6). The property at 11 Hampden Street was originally known as “Eswod” and was built by Henry Whittley Dowse and Elizabeth McFadyen Dowse by 1958. Reginald Henry Whittley Dowse had acquired the property in 1958 from Charles Edward Blanks.

The aerial photograph dating from the 1970s shows the buildings on site as they are constructed today. (Figure 7).



**Figure 3: The 1890s North Sydney Block Plans showing the undeveloped subject site. The location of the subject site is outlined in red.**

North Sydney Block Plans (1890) Sheet 31



**Figure 4: A view of Hampden Street in the 1920s.**

North Sydney Archives 002\002278



**Figure 5: Hampden Street looking towards Anderson Park in 1937. No. 17 Hampden Street was originally part of a row of dwellings pictured to the right. These dwellings were demolished following the Warringah Freeway construction.**

North Sydney Archives 000/000286



**Figure 6: An aerial photograph dating from 1943 showing all four subject sites constructed by this time.**

SIX Maps 2017

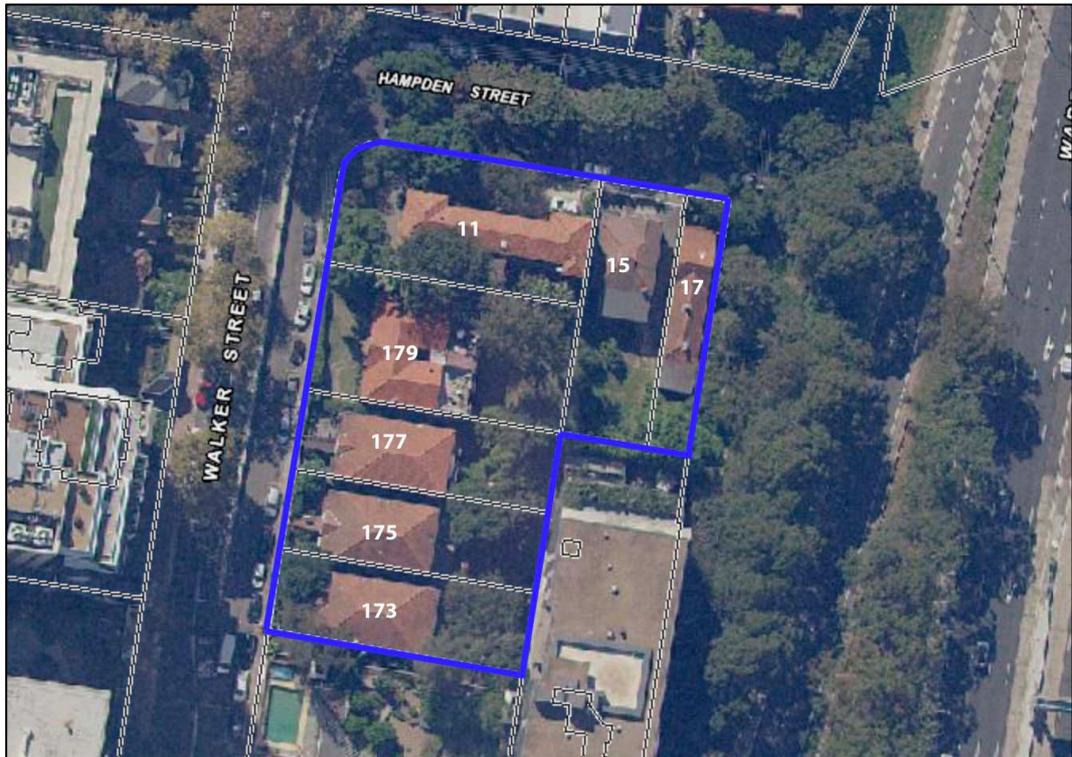


**Figure 7: The “East Walker Street Precinct” in 1970 showing all buildings currently on site.**

## 4 SITE ASSESSMENT

### 4.1 The Site

For the following, refer to Figure 8, an aerial photograph over the site, and to the survey that accompanies this application.



**Figure 8: An aerial photograph showing the “East Walker Street Precinct” and its surrounds.**

SIX Maps 2018

Nos. 173-179 Walker Street North Sydney contains four Inter-War era flat buildings constructed on lots set below the existing street level. Each flat building is three storeys, some presenting two storeys to Walker Street while others present three levels.

The three flat buildings have similar building features as a product of being speculatively built. Each flat building has a terracotta tile clad hipped roof with gabled centralised entry.

Figure 9 below shows the site as viewed from the high-rise buildings opposite the site.



**Figure 9: The “East Walker Street Precinct” as viewed from nearby high rise towers.**

4.1.1 No. 179 Walker Street, North Sydney

A three storey late Federation/early Inter-War era Flat Building with large central gable with half-timbered bargeboard detailing. Entry is gained via a rendered projecting portico accessed via two concrete garden paths. At ground level there are groupings of timber framed double hung sash windows with coloured glass pane top lights. At level one there are three groupings of timber framed double hung sash windows and two sets of awning windows. The awning windows are later additions to infill existing balconies.



**Figure 10: No. 179 Walker Street, North Sydney**

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4.1.2 No. 177 Walker Street, North Sydney

Is a three storey Inter-War Era flat building with bridged entry to Level One. There is a small timbered gabled and awning above Level One. There are timber weatherboards cladding with timber framed awning windows. These are later additions utilised to infill the original balconies.



**Figure 11: 177 Walker Street, North Sydney**

4.1.3 No. 175 Walker Street, North Sydney

Is a three storey Inter-War Era flat building with bridged entry to Level One. There is a classically inspired Doric order portico, painted white, which frames the primary entry. There are timber weatherboards cladding with aluminium framed sliding windows. These are later additions utilised to infill the original balconies.



**Figure 12: No. 175 Walker Street, North Sydney**

4.1.4 No. 173 Walker Street, North Sydney

Is a three storey Inter-War Era flat building with bridged entry to Level One. There is a small timbered gabled and awning above the Level One. There are timber weatherboards cladding with aluminium framed sliding windows. These are later additions utilised to infill the original balconies. The building is rendered and painted cream.



**Figure 13: No. 173 Walker Street, North Sydney**

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4.1.5 11 Hampden Street, North Sydney

Is a four storey Post War era apartment building. Entry to the apartment building is gained via a bridge at Walker Street. The building is constructed from face brick with terracotta tile hipped roof. There are multi-paned steel framed windows facing Hampden Street.



**Figure 14: 11 Hampden Street, North Sydney**

4.1.6 15 Hampden Street, North Sydney

Is a single story detached Federation era dwelling. The dwelling is constructed from face brick with a half gabled terracotta tile roof. There is a projecting gable bay with decorative timber detailing.



**Figure 15: No. 15 Hampden Street, North Sydney**

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4.1.7 17 Hampden Street, North Sydney

Is a single storey detached Federation era workers cottage constructed from red face brick and broken back terracotta tiled roof. There is a small veranda supported by timber posts. The dwelling has a hipped roof rear addition also clad in terracotta tiles.

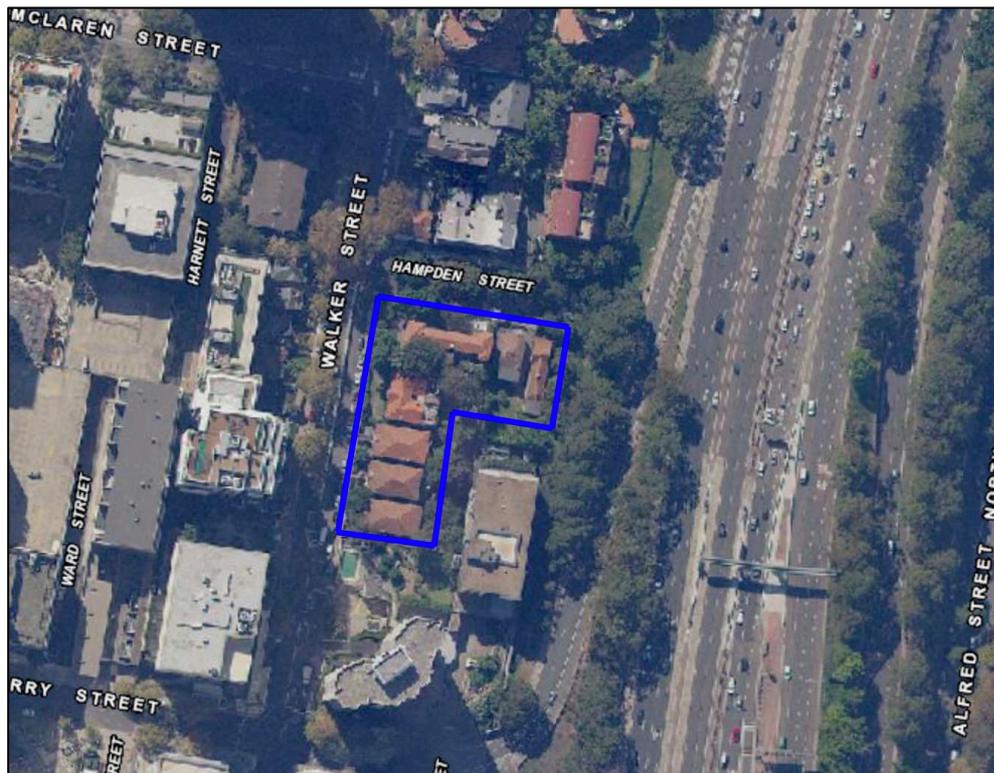


## 4.2 The General Area

For the following, refer to Figure 12, an aerial photograph over the site and the surrounding area.

The subject sites are located to the north east of the North Sydney CBD. The site is located on the lower level of a sandstone block divided road between Walker Street and Hampden Street. To the east of the site is the Warringah Freeway and a large residential apartment building. To the west of the site is a large residential building and smaller heritage listed properties incorporated within a larger development.

To the north of the site is a number of heritage listed terraces located on Hampden Street. The significance of these items is further discussed in Section 5.2.



**Figure 12: The subject site and the surrounds.**

SIX Maps 2019



**Figure 16: Looking west towards the North Sydney CBD.**



**Figure 17: Looking north along the divided road.**



**Figure 18: The entry from North Sydney to the Warringah Freeway.**



**Figure 19: Looking south along Walker Street from opposite the site.**



**Figure 20: Heritage listed buildings to the west of the site.**



**Figure 21: Heritage listed terraces from 2-14 Hampden Street.**

## 5 ASSESSMENT OF SIGNIFICANCE

### 5.1 Summary of Existing Citations and Listings for the “East Walker Street Precinct”

No. 173-179 Walker Street and 11-17 Hampden Street, North Sydney:

- Is not listed as an item of local heritage significance by Schedule 5 Part 2 of *North Sydney LEP 2013*.
- Is not listed as a heritage item on the State Heritage Register under the auspices of the *NSW Heritage Act 1977*.
- Is located within the vicinity of local heritage items by Schedule 5 Part 1 of *North Sydney LEP 2013*.

### 5.2 Heritage Items in the Vicinity of the “East Walker Street Precinct”

For the following, ‘in the vicinity’ has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

There are no heritage items listed on the State Heritage Register, under the auspices of the *NSW Heritage Act 1977*, in the vicinity of the “East Walker Street Precinct”.

Please note: No. 179 Walker Street, North Sydney was previously gazetted as a heritage item under Schedule 2 of the *North Sydney LEP 2001*. The site was formally delisted from the LEP in the February-August 2011 revision of the *North Sydney LEP 2001*. No other buildings within the “East Walker Street Precinct” have been previously heritage listed. The North Sydney Heritage Review (2007) prepared by Architectus notes the following with regard to delisting of the item:

The building was apparently built c. 1915. The Conservation Plan contains no information that would merit the building be listed under criteria (a) and (b) (historic significance).

The building is not a good example of its type aesthetically (criterion c) and has been altered unsympathetically. There is no evidence of previous buildings on the site and the building is not technically significant (criterion e).

There are many examples of the type in North Sydney and the building is not rare (criterion f).

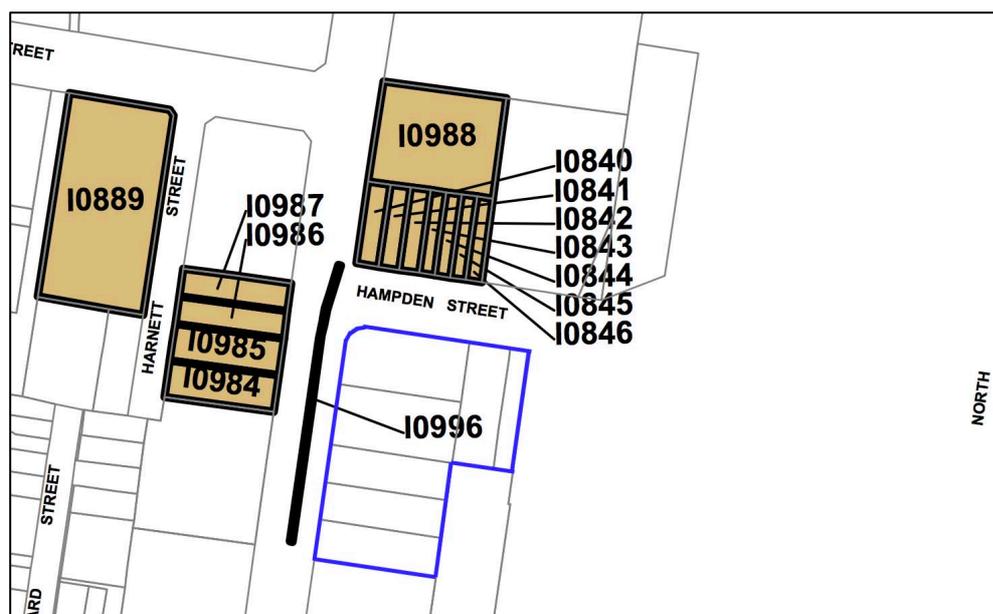


Figure 19: An extract from Heritage Map 002A from the North Sydney LEP 2013. The blue outline identifies the “East Walker Street Precinct”.

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North Sydney LEP 2013.

Figure 19 shows the location of heritage items, listed by Schedule 5 Part 1 of the *North Sydney LEP 2013*. Heritage items are coloured brown and numbered. The “East Walker Street Precinct” lies within the vicinity of heritage items of local significance listed under Part 1 of Schedule 5 of the *North Sydney LEP 2013*:

- *Stone Wall*, Walker Street (near Hampden Street) (I0996)
  - There is no significance assessment available for that item specifically in North Sydney Records.
  - Other sandstone divided roads are listed for the following reasons: Divided roads are integral to the municipality's visual character and sense of place. Built as a utilitarian response to the steep harbourside topography, they reflect, in their fabric and construction technology, the development of the suburban structure. The large collection of these are features that makes North Sydney instantly and uniquely recognisable.
  
- *House*, 144 Walker Street, North Sydney (I0984)
  - Statement of Significance, NSW State Heritage Inventory:<sup>1</sup>
    - One of a group of late nineteenth century houses displaying the design of quality late nineteenth century housing, and representative of the form of housing which was typically built in this part of North Sydney. The interior room configuration is intact and original detailing is evident. The houses have aesthetic qualities which contribute to the attractive streetscape in this vicinity and relate to their siting and harbour views. It is one of a pair with 146 Walker Street, see also Group Listing 1409.
  
- *House*, 146 Walker Street, North Sydney (I0985)
  - Statement of Significance, NSW State Heritage Inventory:<sup>2</sup>
    - An example of a single storey house in the Federation Queen Anne Style one of a pair with 144 Walker Street. One of a group of late nineteenth century houses displaying the design of quality housing of the late nineteenth century, and representative of the form of housing which was typically built in this part of North Sydney. Interior room configuration still evident and detailing, although quite dilapidated by August 2011. They have aesthetic qualities which contribute to the attractive streetscape in this vicinity and relate to their siting and harbour views. See also Group Listing 1409.
  
- *House*, 148 Walker Street, North Sydney (I0986)
  - Statement of Significance, NSW State Heritage Inventory:<sup>3</sup>
    - An example of a two storey house in the Federation Gothic style. One of a pair with 150 Walker Street. It is representative of the form of housing which was typically built in this part of

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<sup>1</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181932>.

<sup>2</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181933>.

<sup>3</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.  
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181934>.

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North Sydney. The interior room configuration is intact as is much of the interior detailing such as the staircase. They have aesthetic qualities which contribute to the attractive streetscape in this vicinity and relate to their siting and harbour views. See also Group Listing 1409

- *House, 150 Walker Street, North Sydney (I0987)*
  - Statement of Significance, NSW State Heritage Inventory:<sup>4</sup>
    - An example of a two storey house in the Federation Gothic style. One of a pair with 148 Walker Street. Representative of the form and quality of housing which was typically built in this part of North Sydney. Interior room configuration intact. Interior detailing still evident. The face brickwork remains unpainted and intact. The interior room configuration remains intact as does much of the original interior detailing such as the staircase. They have aesthetic qualities which contribute to the attractive streetscape in this vicinity and relate to their siting and harbour views. See also Group Listing 1409.
  
- *Simsmetal House, 41 McLaren Street, North Sydney (I0889)*
  - Statement of Significance, NSW State Heritage Inventory:<sup>5</sup>
    - A good example of a five storey, concrete framed office building in the Twentieth Century International style with strong horizontality in its elevations. An example of the work of the prominent Sydney architect, Harry Seidler. An office building of distinction which by its strong horizontality and the integration of much planting, is pleasant and attractive not only as streetscape but spatially as well.
  
- *House, 2 Hampden Street, North Sydney (I0840)*
  - Statement of Significance, NSW State Heritage Inventory:<sup>6</sup>
    - An example of a two storey brick terrace house in the Federation Filigree style. Part of Hampden Street Terraces Group, see listing 1413.
  
- *House, 4 Hampden Street, North Sydney (I0841)*
  - Statement of Significance, NSW State Heritage Inventory:<sup>7</sup>
    - An example of a two storey brick terrace house in the Federation Filigree style. Part of Hampden Street Terraces Group, see listing 1413.
  
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- *House, 6 Hampden Street, North Sydney (I0842)*
  - Statement of Significance, NSW State Heritage Inventory:<sup>8</sup>

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<sup>4</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181935>.

<sup>5</sup> " Simsmetal House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181326>.

<sup>6</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181624>.

<sup>7</sup>

<sup>8</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181626>.

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- An example of a two storey terrace house in the Victorian Filigree style, one of a row of five. Part of Hampden Street Terraces Group (see listing 1413).
  - *House, 8 Hampden Street, North Sydney (I0843)*
    - Statement of Significance, NSW State Heritage Inventory:<sup>9</sup>
      - An example of a two storey terrace house in the Victorian Filigree style, one of a row of five. Part of Hampden Street Terraces Group (see listing 1413).
  - *House, 10 Hampden Street, North Sydney (I0844)*
    - Statement of Significance, NSW State Heritage Inventory:<sup>10</sup>
      - An example of a two storey terrace house in the Victorian Filigree style, one of a row of five. Part of Hampden Street Terraces Group (see listing 1413).
  - *House, 12 Hampden Street, North Sydney (I0845)*
    - Statement of Significance, NSW State Heritage Inventory:<sup>11</sup>
      - An example of a two storey terrace house in the Victorian Filigree style, one of a row of five. Part of Hampden Street Terraces Group (see listing 1413).
  - *House, 14 Hampden Street, North Sydney (I0846)*
    - Statement of Significance, NSW State Heritage Inventory:<sup>12</sup>
      - An example of a two storey terrace house in the Victorian Filigree style, one of a row of five. Part of Hampden Street Terraces Group (see listing 1413).
  - *House, 185 Walker Street, North Sydney (I0988)*
    - Statement of Significance, NSW State Heritage Inventory:<sup>13</sup>
      - A good example of a late Nineteenth Century stone cottage in the Victorian Regency style, a rare survivor in the area.

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<sup>9</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181627>.

<sup>10</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181628>.

<sup>11</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181629>.

<sup>12</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2181630>.

<sup>13</sup> " House | NSW Environment & Heritage ". 2017. Environment.Nsw.Gov.Au. Accessed June 26 2017.

<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2182717>.

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## 6 Planning Proposal

The Planning Proposal has been prepared to amend the *North Sydney LEP 2013* with regard to No. 173-175 Walker Street and 11-17 Hampden Street, North Sydney (the site).

The Planning Proposal includes a future residential development that includes small scale retail uses consistent with maintaining R4 High Density Residential zoning. Therefore, this HIS focuses on the scope and impacts of the Planning Proposal, which relates to proposed changes to planning controls only (no physical works are proposed).

The Planning Proposal seeks to amend the Floor Space Ratio development standard of the LEP to provide a base FSR control of 5.8:1 across the site and it also seeks to amend the height control from 12 metres to RL133 metres, along with a new Special Provisions Map within the LEP with site specific amalgamation provisions for the Precinct as 'Area 1'."

There will be a separate Development Application prepared for the site which will deal with detailed design, demolition and site amalgamation.

## 7 EFFECT OF WORKS

### 7.1 Method of Assessment

The following considers heritage related issues only. It does not consider compliance or otherwise with numerical controls unless non-compliance will result in an adverse heritage impact.

The proposed *LEP 2013* amendment is assessed against the relevant controls with a full understanding of the requirements for Heritage Impact Statements provided by the NSW Heritage Branch publication *Statements of Heritage Impact* (2002 update).

The proposed works are assessed with an understanding of the objectives and controls for new works within a Conservation Area and within the vicinity of heritage items set out in Section 13 of the North Sydney DCP 2013. The character of the area as set out in Part C Section 9 of the DCP 2013 is also taken into consideration.

### 7.2 Effect of *LEP 2013* Amendment on the Site

Changes to the controls will facilitate the construction of a tower which will require the demolition of the buildings on site. The buildings on site are not considered to be of heritage significance, either through the assessment of North Sydney Council or by the authors of this statement.

### 7.3 Effect of the proposed *LEP 2013* amendment on Heritage Items in the Vicinity of the Site

Prior to assessing the impact of the proposed development on nearby items (as identified in Section 5.2 above) it is first important to establish why a development of considerably greater massing and scale than the nearby heritage items is being proposed on this site. This answers one of the key questions posed by the NSW Heritage Branch Division publication *Statements of Heritage Impact* when development is proposed within the vicinity of a heritage item. A future proposal on the site is permitted under the zoning (R4 High Density Residential) and responds to Council's desired future character for the area (as envisaged within the CBD Planning Proposal) expressed in *North Sydney LEP 2013*, *North Sydney DCP 2013* and other statutory/strategic planning Documents. The proposed change in controls on the subject site will assist in achieving the objectives for land under this zoning.

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The impact of the proposed changes to the planning controls is acceptable for the following reasons:

- The architectural, historic and/or social significance of the items to the north and west of the East Walker Street Precinct will not be impacted upon. The Planning Proposal is to change controls to allow taller and more dense building form only. A detailed proposal will need to be designed having regard to these factors.
- The proposed controls are consistent with the plans of future development in the area and with the emerging CBD context.
- The proposed works are consistent with the plans of future development in the area. Council has accepted that the wider setting of these heritage items will change over time.
- The degree of separation from the items is sufficient to have no direct impact on the lot boundary curtilage of these items. The items to the north and west are both separated by the width of the grade divided street.

A building of substantially greater massing and scale will have an impact upon a smaller adjacent heritage item. In providing controls that encourage high density development, it is implied that Council have accepted that there will be a level of impact on heritage items in the area by both the existing Ward Street Precinct Masterplan and by the site being zoned, R4 High Density Residential. This is evident with the recent development at 138 and 150 Walker Street. Therefore, the insertion of a tower (either built to the current controls or future proposed controls) will therefore sit comfortably within the existing setting.

It is now quite common for heritage buildings to be set in amongst tall commercial or residential buildings. Where a proposed tall building is directly adjacent to a heritage item, it is desirable to create a transition between the two buildings. This is normally achieved by the creation of a podium to the taller building, the height of which reflects the height of bulk and proportions of the adjacent item. Although there are no set rules to podium height, it generally lies in the 2-3 storey height range and this allows for a transition by creating a lower street front to the new development and drawing attention away from the tower above. In most cases the visual impact of the tower remains constant regardless of its height.

In this particular case, the nearest heritage items are directly across the road from the proposal. This separation adds to the mitigating impact of the podium proposed in the built form options presented by SJB in the accompanying drawings. It is also noted that these heritage items are adjacent to other towers to the west. The development that contains these heritage items has no podium to the towers directly adjacent to the item, these items are viewed from Walker Street with the tower developments directly behind them.

The three-storey podium with the setback, as depicted in reference design by SJB will form a clear base to the tower. The height of the podium forms a clear relationship with the parapet of the terraces allowing the lower scale streetscape rhythm to be retained. There is no physical impact which arises from the change to the controls proposed, and at DA stage, there will be a number of ways in which this issue can be addressed through the design of a future development.

The *LEP 2013* amendment will facilitate the construction of a tower/s at the East Walker Street Precinct. The indicative building envelopes prepared by SJB show that any proposed tower will only be visible in combination with heritage items in the vicinity items from further along Walker Street when viewing the entire streetscape. The podium as demonstrated by the indicative building envelope will be in keeping in terms of scale with heritage items opposite.

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The impact is acceptable for the following reasons:

- The indicative building envelope incorporates a podium and setbacks to ensure solar access is maximised and overshadowing is minimised.
- The seven heritage items along Hampden Street are located to the north of the proposed tower. There will be no overshadowing to these items as a result of the *LEP 2013* amendment to facilitate the construction of a tower on site.
- The Planning Proposal will not alter the *Stone Wall*, along Walker Street and it will continue to serve as a split level road divider.

#### 7.4 Response to North Sydney Council Comments CiS03 19/02/18

The following responses have addressed the comments made by North Sydney Council in reference to the original Planning Proposal (5/17). The comments and responses are outlined below:

1. *The Planning Proposal is developer led and seeks approval in isolation of other proposed changes in the area, namely those relating to the Draft Ward Street Masterplan area that is still under consideration. Although the site is identified as an opportunity site, the proposed scale and height is excessive in the context of the heritage items in the vicinity of the site and will have a detrimental impact on their significance.*

Response:

The location of the site on the north eastern fringe of the North Sydney CBD will inevitably encounter a disparity of scale between it and the remnant residential heritage items to the north of the site. The proposed changes to the *LEP 2013* will still facilitate the conservation of the small pocket of heritage items along Hampden and Walker Street, where it will be acknowledged that they are residential remnants within a large scale CBD context.

2. *The early development and evolution of this part of Walker Street and Hampden Street is interrelated in terms of the low scale and transitional nature of this precinct when considered against the denser development within the North Sydney CBD area and to the draft Ward Street Precinct Masterplan. The heritage items and the subject properties are designed in response to the natural topography of the area. The excessive scale and height of any new development would have a detrimental impact on this setting and on the existing heritage items in the vicinity of the site.*

Response:

The natural topography of the area has changed significantly since the construction of the 173-179 Walker Street, North Sydney following the construction of the Warringah Expressway in 1968. The setting of the site was dramatically altered, with the natural topography bisected with the expressway cutting. The setting of buildings was further altered, following the expressway opening, when North Sydney experienced a commercial development boom. The setting of these items, irrespective of the low transitional nature of the precinct, has been irreparably altered by intervening commercial development in the immediate vicinity.

As outlined above, the nearest heritage items are directly across the road from the proposal. This separation adds to the mitigating impact of the revised podium proposed in the built form options by SJB. It is also noted that these heritage items are adjacent to other towers to the west. The development that contains these heritage items has no podium to the towers directly adjacent to the item, these items are viewed from Walker Street with the tower developments directly behind them.

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The three storey podium with the setback above as depicted in reference design by SJB will form a clear base to the tower. The height of the podium forms a clear relationship with the parapet of the terraces allowing the lower scale streetscape rhythm to be retained. There is no physical impact which arises from the change to the controls proposed, and at DA stage, there will be a number of ways in which this issue can be addressed through the detailed design of a future development.

3. *It is not clear why the heritage listing of 179 Walker Street in North Sydney LEP 2001 was excluded from Schedule 5 of North Sydney LEP 2013 even though it is the first of the four Inter-War residential buildings that influenced the character of this part of Walker Street. These properties and other twentieth century development within North Sydney, represent a period of rapid development and a variety of building types and forms using new materials and building structures.*

Response:

The site was formally delisted from the LEP in the February-August 2011 revision of the *North Sydney LEP 2001*. No other buildings within the “East Walker Street Precinct” have been previously heritage listed. The North Sydney Heritage Review (2007) prepared by Architectus notes the following with regard to delisting of the item:

The building was apparently built c. 1915. The Conservation Plan contains no information that would merit the building be listed under criteria (a) and (b) (historic significance).

The building is not a good example of its type aesthetically (criterion c) and has been altered unsympathetically. There is no evidence of previous buildings on the site and the building is not technically significant (criterion e).

There are many examples of the type in North Sydney and the building is not rare (criterion f).

Given the above, the existing dwellings at 173-179 Walker Street, North Sydney do not warrant heritage listing as they do not meet any of the criterion of the New South Wales Heritage Office, now Division, *Assessing Heritage Significance*, NSW Heritage Manual Update.

4. *The site at 173-179 Walker Street is not heritage listed nor within a conservation area under the provisions of North Sydney LEP 2013. However, the significance of these buildings and other twentieth century development presents gaps in research and analysis to better understand the influence of this period of development on the character of North Sydney. This significance, and that of the Inter-War group as a whole, need to be better understood to inform appropriate decision making to manage the ongoing pressure for change that affects the cultural heritage of North Sydney.*

Response:

Like many localities within the greater Sydney Region, North Sydney experienced an Inter-War era development boom. No. 173-179 Walker Street were constructed as part of a speculative building program as was common throughout North Sydney as a result of the anticipated opening of the Sydney Harbour Bridge in 1932. At the times of its construction, the Bridge was seen as a symbol of Australia's industrial maturity. It was the catalyst for the development of the North Shore. The building's typology, architectural type known as flats or apartments, is very much a high density living phenomenon of the 20th century. Unlike the terrace in which dwellings are sandwiched together horizontally, the flat added a vertical dimension, with homes built above and below in blocks as well as side by side.

Developers were buying two or three regular suburban blocks, demolishing the houses on them and replacing them with blocks of units (not the case for the subject site).

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These were usually two storeys in height which were much larger than the one and two storey residences around them. These smaller blocks, containing anywhere from four to twelve units, offered home style living in an apartment block and became very popular in the years between the world wars.

As outlined in Section 5.2 above, No. 179 Walker Street was formally delisted from the North Sydney LEP 2001 as it did not merit listing under any of the NSW Heritage Office, now Division, *Assessing Heritage Significance* criterion. Any further research uncovered will not add any additional information relating to the influence of Inter-War period of development on the character of North Sydney.

5. *The Planning Proposal does not meet the provisions set out in Planning Priority N6 (of the Revised Draft North District Plan) relating to heritage which seeks to understand heritage values early in the process to ensure fine grain outcomes to urban form that is place based. In this regard a review of the understanding of the cultural significance of the Ward Street Precinct Study Area and its immediate vicinity in relation to twentieth century architecture should be undertaken to inform and assist in establishing clear policies and guidelines that define the acceptable limits to change that protects the heritage of North Sydney for future generations.*

Response:

The revised Draft North District Plan contains policies that relate to the conservation of heritage items. **Objective 13**, in particular, calls for *Environmental heritage is identified, conserved and enhanced*. The Planning Proposal conserves the identified items of environmental heritage as identified in Section 5.2. There is no physical impact on these items which arises from the change to the controls proposed, and at DA stage, there will be a number of ways in which this issue can be addressed through the detailed design of a future development. These include:

- Podiums which respond to the existing street height, help to mitigate the impact of higher building mass behind the podium by providing a human scale to the development.
- Utilising tree planting helps to mitigate the scale of change and also to partially screen adjacent large-scale development.
- Utilising details, materials and textures common to the heritage buildings reinterpreted in a modern way form a connection with the items without replicating historic details and detracting from their significance.

## 8 CONCLUSIONS

The changes to the planning controls relating to No. 173-179 Walker Street and 11-17 Hampden Street, North Sydney will have an acceptable impact on heritage items in the vicinity of the site for the following reasons:

- The impact of the transition to a tower form will be mitigated by the use of a podium level of appropriate height and the proposed public open space in the north of the site
- When considered in the context of the current (and future) skyline which includes much taller built form, there will be a negligible heritage impact on the heritage items in the vicinity and its visual setting as a result of the change to the *LEP 2013*.
- Change to the controls will still facilitate a tower which will require the demolition of the buildings on site. The buildings on site are not considered to be of heritage significance, either through the assessment of North Sydney Council or by the authors of this statement.
- The heritage items in the vicinity are separated from the site by the width of the street they stand on.