

Bonds Spinning Mills, Wentworthville

Heritage Assessment

Report prepared for JST (NSW) Pty Ltd

May 2014



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Report Register

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1.0 Introduction

1.1 Background

In 2010, Musecape Pty Ltd was commissioned to prepare a preliminary Heritage Assessment report of the former Bonds Spinning Mills site at Wentworthville to provide input into the masterplanning process for the redevelopment of the site. In 2011, a rezoning application (including the heritage assessment) and a concept Masterplan for the site were submitted to Holroyd City Council by the owner's planning consultant, CBRE Pty Ltd (CBRE).

Musecape was then engaged to prepare a Conservation Management Plan (CMP) for the site, and provide further input to the development of a Masterplan. An early draft of the CMP was submitted to Council and the DPI in July 2013. Following an initial internal review, Council engaged Tropman and Tropman Architects to prepare a peer review report in response to the draft CMP. The Tropman and Tropman review concluded that the draft CMP was inadequate in several respects, and that modifications to the report would be required to address these issues.

GML Heritage (GML) was commissioned in 2013 to undertake a peer review of both the draft CMP (6th draft, dated 6 June 2013), and the CMP Peer Review Report (dated October 2013). GML submitted a preliminary report to CBRE in late 2013, which substantially confirmed the findings of the Tropman and Tropman review. GML was subsequently commissioned to provide input into revisions of the CMP, and specialist heritage advice to the CBRE project team to address the heritage impacts associated with the proposed rezoning and Masterplan.

Following further discussions with Council officers and GML, the 10th draft of the CMP has now been prepared. This revision is considered adequate in providing an authoritative basis for guiding the formulation of the Masterplan and addressing the key heritage objectives for the site.

GML Heritage has also worked closely with the project team to facilitate revisions to the Masterplan to achieve an enhanced heritage outcome for the development of the former Bonds Spinning Mills site. The revised Masterplan provides for the retention and adaptation of the majority of the significant buildings in the northern sector of the site (including the 'Dance Hall') within a landscaped 'heritage precinct'. The revisions also include a substantial reduction of the scale of new development in this sector to protect important views from the adjacent heritage item, 'Dunmore'.

This Heritage Assessment report has been prepared by GML Heritage for submission to Holroyd City Council, along with the concept Masterplan and associated documentation for the proposed rezoning and redevelopment of the former Bonds Spinning Mills site.

1.2 Project Scope and Objectives

It is envisaged that the former Bonds Spinning Mills site would be redeveloped as medium density residential, including a mix of studio, one, two and three bedroom apartments. The site would also provide commercial facilities including a supermarket, retail, childcare, civic uses and offices in its northern section. Proposed building heights would vary from three to seventeen storeys, with the majority of high density development concentrated to the southern sector of the site.

This Heritage Assessment report describes the scope of redevelopment proposed by the revised Masterplan, and assesses the potential impacts and opportunities for the heritage significance of

the former Bonds Spinning Mills site. In assessing these potential impacts and opportunities, this report refers to the relevant Conservation Policies, Specific Element Conservation Recommendations and Development Guidelines for Retained Heritage Items set out in the 10th draft of the CMP.

1.3 Subject Site

The Bonds Spinning Mills site is located at 190–192 Dunmore Street, Wentworthville, within the local government area (LGA) of Holroyd City Council, approximately 30km west of Sydney's Central Business District (CBD).

The site comprises a large 7.996ha allotment with a substantial slope from north to south. It contains a number of early to late twentieth-century factory and warehouse style buildings occupying approximately 55% of the site, associated with the former use of the site by the Bonds Spinning Mills (later Pacific Brands). The landscaping areas comprise mature and semi-mature native species concentrated along the south and east boundaries. A plan of the site is included in Figure 1.1 below.

The site is currently zoned as IN2—light Industrial under the Holroyd LEP 2013.

1.4 Heritage Listings

The subject site is listed on Schedule 5, Part 1 of the Holroyd LEP 2013 as '*Bonds administrative building, storage, cutting room, former cotton bale room, former bobbin mill (Malvern Starr warehouse)*', 190–220 Dunmore Street, Wentworthville (LEP Item I109, Lot 1 DP 735207). The site is also listed as an archaeological site on Schedule 5, Part 3 of Holroyd LEP 2013.

Located immediately opposite Dunmore Street is a remnant facade of the former Bonds Bobbin Mill. This item is listed separately as '*Former Bonds administrative building facade*', 211–215 Dunmore Street, Pendle Hill (LEP Item I93, Lot 65, DP 881163) on Schedule 5 of the Holroyd LEP.

The site is also located immediately east of '*Dunmore, Victorian Italianate residence and garden setting*', 222–266 Dunmore Street (LEP Item I94, Lot 3 DP 554208) and '*Ashwood House, Inter-war Georgian Revival residence*', 268–280 Dunmore Street (LEP Item I95, Lot A, DP 335578). Both of these items are listed on Schedule 5 of the Holroyd LEP.

1.5 Limitations

This Heritage Assessment addresses the potential impacts associated with the proposed Bonds Spinning Mills Masterplan and does not constitute a full Heritage Impact Statement in accordance with the principles outlined in the document titled *Statements of Heritage Impact* (NSW Department of Urban Affairs and Planning and the Heritage Council of NSW, First Edition, 1996). It is anticipated that a detailed Statement of Heritage Impact would be required when the proposed redevelopment of the site is considered at the development application stage.

Subsequent proposals for the development of individual buildings and other elements to be retained should be guided by the preparation of more detailed heritage conservation guidelines, including Specific Element Conservation Plans (SECPs).

1.6 Authorship

This Heritage Assessment was prepared by Nina Pollock, GML Consultant, and Peter Romey, GML Partner and Project Director.

1.7 Terminology

The terms used to identify individual elements within the site are not referred to consistently throughout the CMP, nor are they consistent with the terminology used in the existing Statement of Significance (Holroyd Heritage Study 1993).

For the purpose of this report, GML has adopted the following terminology for individual elements within the Bonds Spinning Mills site. Other names used to describe these elements (in the case where they are quoted in this report from the CMP and Holroyd Heritage Study 1993) are listed in the table below. The reference number refers to their location on the site, as shown on Figure 1.1.

Table 1.1 Schedule of Terms Used for Elements within the Bonds Spinning Mills Site.

Reference	Name of Element	Other Names (in CMP and Holroyd Heritage Study 1993)
2	Old Spinning Mill	Fabric Store
3	Administration and Fabric Store	Administrative Building
5	Dance Hall	Knitting Store, Cafeteria
6	Cutting Room	Former Cutting Room
7	Old Bale Stores	Cotton Bale Room, Bale Stores, Former Bale Stores, Cotton Bale Stores
8	Compressor Room	Compressor Shed
12	John Austin Centre	Storage Building, Store and First Aid, Former Training Centre
21	Boiler House	New Boiler House



Figure 1.1 Site aerial showing the location of individual items within the Bonds Spinning Mills site and heritage items in the vicinity. The yellow line indicates the lot boundary. (Source: Google maps with GML overlay)

2.0 Heritage Significance Assessment

2.1 Introduction

The heritage significance assessments below are drawn from the Holroyd Heritage Study and Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th draft), prepared by Musecape, 17 March 2014.

2.2 Heritage Significance of the Bonds Spinning Mills

2.2.1 Existing Statement of Significance

The Statement of Significance in the Holroyd Heritage Study 1993 is as follows:

Cutting Room - Bonds is one of the most important manufacturing concerns in the Municipality. The cutting room is still a functioning example of 1920s factory construction, in this case notable for its hardwood framework. It is the only example of this kind of building in the Municipality.

Cotton Bale Room - the bale storage room belongs to the initial phase of the building operations that have created the present complex. This type of storeroom may not have a parallel in the Municipality.

Bobbin Mill - was responsible for an integral part of the cotton spinning operation. Is one of the few surviving industrial / manufacturing buildings of this period.

Administrative Building - This building is part of the original operation. Its brick façade presents an important architectural element to Dunmore Street. It is one of the few brick buildings of this type in the Municipality.

Storage Building - This building was part of the original operation. It may be a unique building in the Municipality and is an important alternative design to the predominant saw tooth factory buildings in the Bonds complex.

Of the elements listed above, the Cutting Room and Cotton Bale Room (Old Bale Stores) no longer retain their function but their historic structural fabric survives. The Bobbin Mill no longer exists but a small part of its facade has been incorporated into an apartment development on the northern side of Dunmore Street as interpretation of the former use of the site. The Storage Building has been converted to the John Austin Centre with kitchen facilities, toilets and a lecture space. The Administrative Building continues to function as an office for Pacific Brands and as a small retail outlet.

2.2.2 CMP Statement of Significance

The CMP contains the following (revised) Statement of Significance:

The Bonds factory is historically significant at a local level as a major industrial complex in the Holroyd local government area for more than eighty years, showing evidence of the evolution of the site in response to changing manufacturing methods, market trends and economic circumstances. From its inception, the factory influenced the development of the neighbouring suburbs of Wentworthville and Pendle Hill, including the construction of Pendle Hill Railway Station and the expansion of residential and retail development to serve the large Bonds workforce.

The site has strong associations with George Alan Bond, the founder of the company, who reputedly established Australia's first cotton spinning mill in the paddocks near 'Dunmore House' and also with other significant individuals such as Hermon Slade and the many thousands of employees who worked on the site from the 1920s onwards and made a variety of contributions to the development of the area.

Parts of the factory complex demonstrated a high degree of technical achievement, embodied in the machinery that the company used over the years and which in many cases was leading edge technology in the cotton spinning and weaving industry. The plant was regularly upgraded so that manufacturing kept abreast of the times but little machinery remains on site – most has been either replaced, scrapped or sold for parts.

There is aesthetic value in the brick building on Dunmore Street as the formal administrative front to the factory and in the older sections of the factory, particularly the cutting room that retains its massive timber posts and roof trusses. The John Austin Centre, most recently used as a training centre, is a former store with architectural merit, sympathetically adapted to its new use.

The company archives include many examples of creative endeavour in the form of garment design and advertising material for the company's products and are a unique record of the history and iconic brands of the company. The building plans and drawings and the extensive photographic archive have enormous potential as a record of now defunct garment manufacturing processes.

Social value is hard to quantify without detailed surveys of those who have been associated with a place but it is highly likely that many past and present employees of Bonds will have strong opinions about the factory – some positive, some negative. It is likely that some will have strong attachments to the site as the place where they had their first job, learned new skills, met their partner, made special friends, spent their working career or participated in the sporting teams and social activities such as the regular dances which the company put on for its staff. The former dance hall, later converted to a staff cafeteria, probably has social significance for a number of past employees.

The brick building on Dunmore Street, the saw-tooth roofed early sections of the factory, the John Austin Centre and the bale stores are all rare in the local government area and the comparative analysis at section 3.6 suggests [that they are] also rare at a State level.

The Bonds factory is representative of a large manufacturing complex in the spinning and weaving industries but its ability to demonstrate its former uses has been severely reduced by the removal of most plant and equipment with the decision to transfer garment manufacture offshore.

The laneway and staff cafeteria areas are considered to have archaeological potential to yield information about the site's former occupants.

2.2.3 Heritage Elements

The Holroyd LEP 2013 heritage listing for the former Bonds Spinning Mills site (specifically the '*Bonds administrative building, storage, cutting room, former cotton bale room, former bobbin mill (Malvern Starr warehouse)*') provides a generic rating of Local heritage significance. Section 8.3 of the CMP individually ranks the buildings and other elements of the site at different levels of significance. These rankings reflect the relative contribution that these elements make to the overall heritage value of the place, their own inherent heritage values and their degree of integrity or intactness. The rankings of significance for these elements are shown in the diagram below.

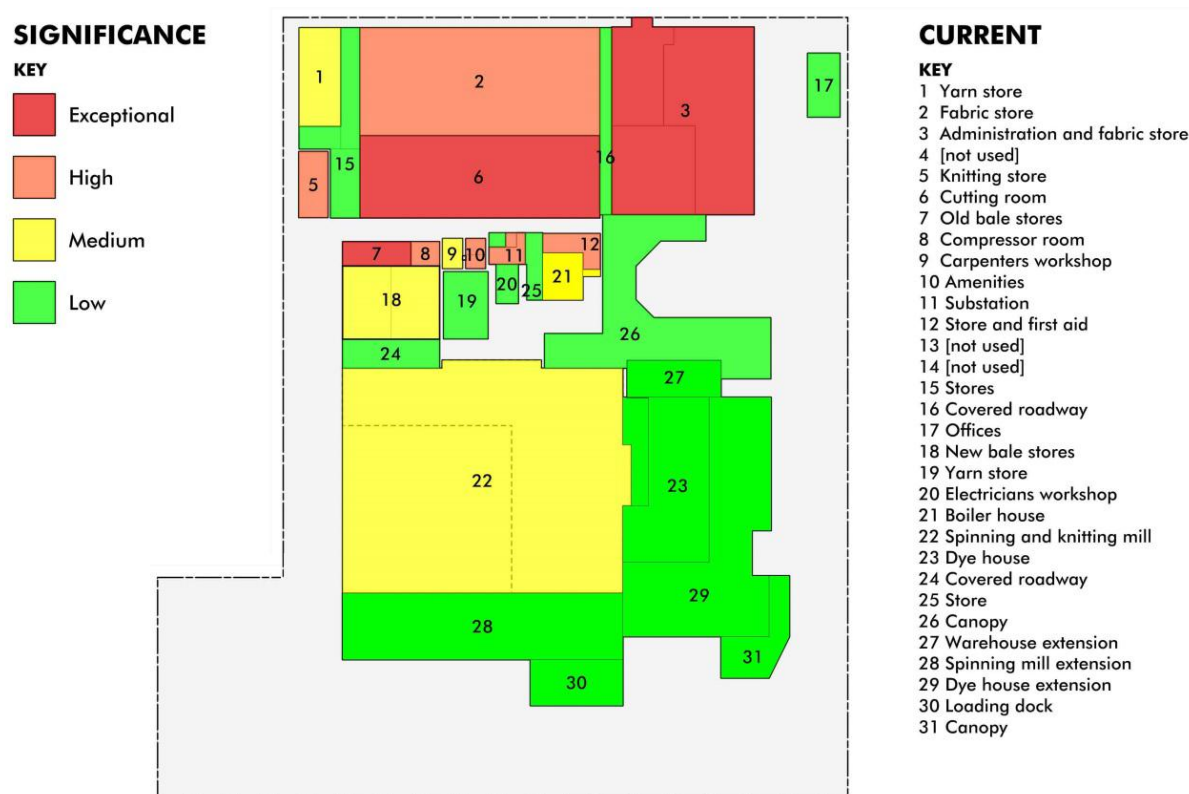


Figure 2.1 Diagram of the Bonds site showing the assessed significance of built elements. (Source: Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th Draft), 17 March 2014)

Section 8.3 of the CMP also includes the following significance gradings for landscape elements within the site:

Table 2.1 Landscape Elements and Assessed Level of Significance from the CMP.

Landscape Element	Level of Heritage Significance (from CMP)
Perimeter landscaping within and along the eastern boundary.	High significance (original eucalypt plantings along the eastern boundary); Medium significance (row of <i>Sapium sebiferum</i> west of the offices).
The 'Park'.	High significance.
Landscaping along the southern boundary.	No heritage significance but local amenity value, helping to screen the factory from the adjoining residential development.
Landscaping along the western boundary.	No heritage significance but local amenity value, helping to screen the factory from the adjoining residential development.
Landscaping along the Dunmore Street frontage.	Medium significance. Probably mostly post-1970s plantings representative of the trend towards use of native trees and shrubs, characteristic of that period.
Detention basin in the southeast corner of the site.	Low significance.

2.2.4 Heritage Curtilage

The current listing for the Bonds Spinning Mills on Schedule 5 of Holroyd LEP 2013 identifies the heritage listed site as Lot 1 DP 735207, as indicated in Figure 2.2.

However, the listing specifically refers to '*Bonds administrative building, storage, cutting room, former cotton bale room, former bobbin mill (Malvern Starr warehouse)*'. Nevertheless, the consent authority will need to consider whether new development on any part of it could potentially impact on the heritage significance of the buildings and other elements specifically included in the listing.



Figure 2.2 Aerial photo of the Bonds site, showing the extent of Lot 1 DP 735207. (Source: Six maps)

Taking into account the assessment of heritage significance contained in the CMP, and the concentration of heritage elements in the north portion of the site, the CMP proposes an appropriate heritage curtilage and a heritage conservation zone, as follows:

The most significant built elements on the site are located in the northern part of the site, and it is recommended that this area be designated as a conservation zone, within which any new development must be carefully designed to respect heritage values. Most of the more recent factory buildings in the southern part of the site are considered to be less significant than the earlier structures and are not considered essential for retention / adaptation. Controlled and sympathetic new development could occur on the bulk of the site. However, it is recommended that the curtilage for the item should be the whole of the site. This would provide the degree of control necessary to ensure that new development, including that within the conservation zone, is sympathetic to the historic built

elements and landscape, and does not detract from their significance or setting. Figure 133 shows the recommended boundary for the overall curtilage and the conservation zone, together with the locations of the significant built heritage items.

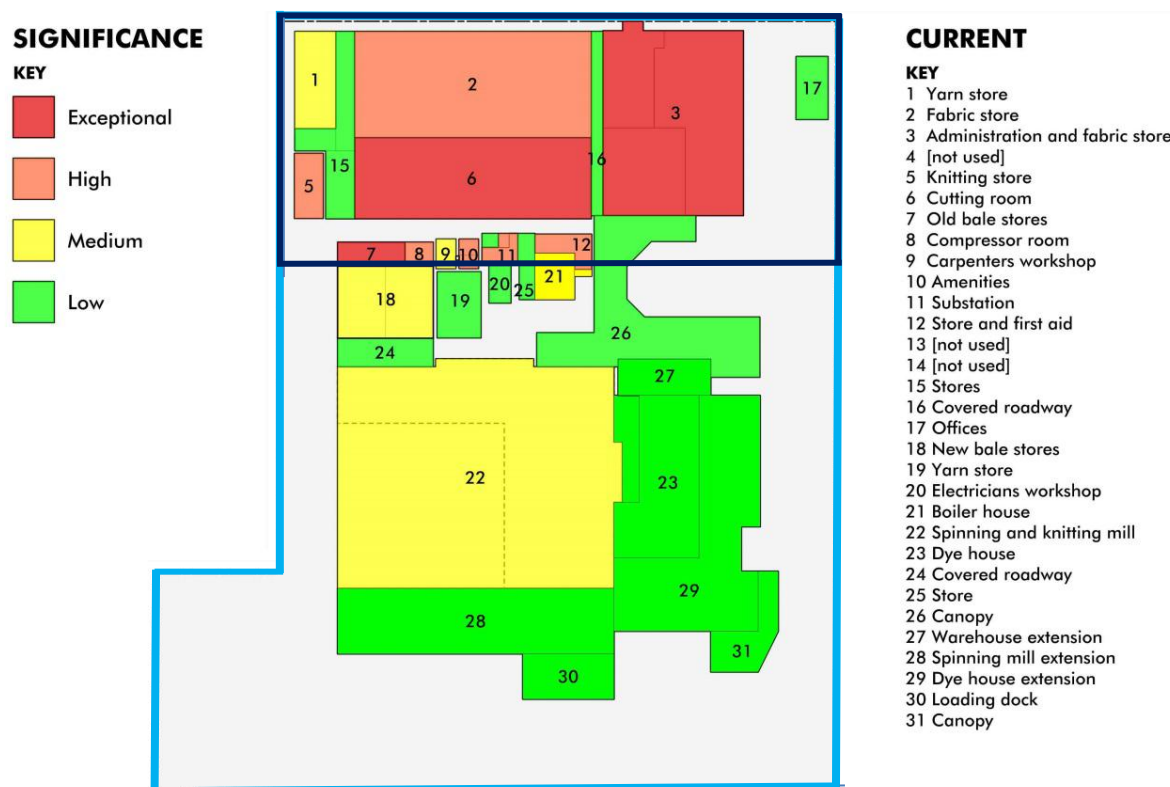


Figure 2.3 Recommended curtilage for the former Bonds factory site (edged in blue) including the Conservation Zone (edged in black), in which adaptive re-use and sympathetic new development can occur. (Source: Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th Draft), 17 March 2014)

2.2.5 Significant Views

The CMP includes a Views Analysis and Visual Absorption Capacity (Section 4.0), which describes significant existing views to, within and from the Bonds site; and views to, within and from the adjacent property 'Dunmore', which is listed on Schedule 5 of the Holroyd LEP as a 'Victorian Italianate residence and garden setting'.

'Dunmore' is notable as one of the early grand residences constructed in the late nineteenth century in this area of Sydney. The house was sited on a high point and oriented to the north, but with 180 degree views from its main rooms east to Sydney and west to the Blue Mountains. Of particular relevance to the proposed development of the Bonds site are existing views from the verandahs of 'Dunmore' to the northeast across the northern portion of the site. These views are an important aspect of the heritage significance of 'Dunmore', as noted in Section 4.2 of the CMP and illustrated in Figures 2.4 and 2.5.



Figure 2.4 Panorama from the ground floor eastern verandah of Dunmore, showing the institutional building on its site (left arrow) and the western side of the Bonds site, with the location of the former Staff Cafeteria (centre arrow). (Source: Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th Draft), 17 March 2014)



Figure 2.5 Aerial photo of the Bonds site and adjoining areas, showing the significant view arc (red arrows) from Dunmore, including its historic views to the northeast, north and northwest. This view arc includes the majority of the early Bonds buildings on the northern part of the Bonds site. (Source: Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th Draft), 17 March 2014)

In Section 4.3 of the CMP, views to, from and within the Bonds site are summarised, as indicated in Figure 2.6. The CMP identifies important views of ‘Dunmore’ from Dunmore Street and from within the western edge of the Bonds site; as well as views of the Old Spinning Mill and Administration Building from Dunmore Street. It also designates the internal east–west street flanked by the various factory and utility buildings from the early twentieth-century phase of the Bonds Spinning Mills complex as important considerations in its future development.

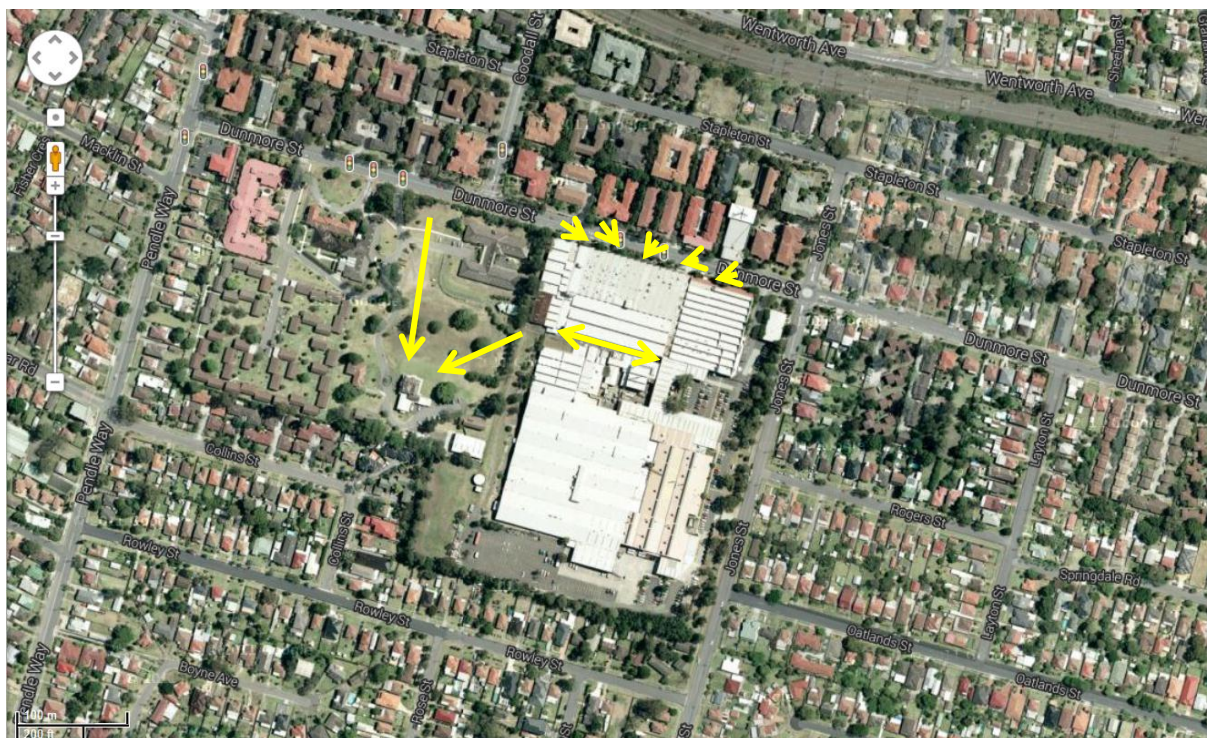


Figure 2.6 Significant views to, from and within the Bonds site (yellow arrows). These comprise a long view to Dunmore from the Bonds' western boundary, views along the internal laneway including the northern elevations of the old cotton bale stores and sequential views of the factory's Dunmore Street frontage, restricted to varying degrees by landscaping. (Source: Bonds Factory Site, Wentworthville, Draft Conservation Management Plan (10th Draft), 17 March 2014)

2.2.6 Archaeological Significance

Section 6.5 of the CMP includes the following discussion with regard to archaeological zones:

The Bonds site remained primarily open land until industrial activity commenced in 1923, when George Alan Bond established Australia's first cotton spinning operation along Dunmore Street, adjacent to 'Dunmore'. The 1943 aerial photograph shows paddocks with a number of desire paths used to access the Dunmore Street industrial buildings from the south and Jones Street to the east. Such paths have the potential to yield archaeological material relating to the people who formed and used them. However any potential archaeological deposits are expected to have been compromised by the extensive earth works associated with the construction of additional factory buildings and bitumen car parks throughout the late 20th century.

The earliest industrial development within the site is characterised by brick buildings with open ceilings and concrete floors while the road and pedestrian surfaces appear to have been sealed progressively over time. The potential for significant archaeological deposits is considered to be low, however the site has five main areas of archaeological potential;

- (i) Cotton Spinning building fronting Dunmore Street,*
- (ii) Store, recently converted to the John Austin conference centre;*
- (iii) Former Cotton Bale Stores.*
- (iv) Laneway between the early buildings, leading to the former Staff Cafeteria.*
- (v) The outdoor paved and unsealed areas adjacent to the former Staff Cafeteria.*

The Laneway and Staff Cafeteria are considered to have the highest potential to yield information about the site's occupants. The laneway was a main access from the earliest phase of the site's development and the Staff

Cafeteria was a popular meeting place for the thousands of employees who worked at the site over time. These areas remain substantially undisturbed, increasing the likelihood of survival of any archaeological deposit.

2.2.7 Moveable Heritage

The CMP includes a broad analysis and assessment of the considerable volume of moveable heritage associated with the Bonds Spinning Mills site, notwithstanding that much of this material has already been dispersed by the former owner and is no longer extant on site, nor is it accessible to the current owners of the site. The Executive Summary of the CMP notes that:

... elements of the Bonds factory site's historic built and landscape fabric and the company's paper and audio-visual archives and small items of movable heritage located at Wentworthville are of heritage significance, warranting their inclusion on the Holroyd LEP heritage schedule. Furthermore, the archives and movable heritage are considered to be of State and probably of national significance as the records of a company that has produced many iconic brands of Australian clothing.

The following extracts from the CMP deal with the different categories of moveable heritage associated with the Bonds site:

3.4.1 Company Archives

Held on site at Wentworthville are extensive archives including printed, filmed and recorded material such as files, reports, archival photographs, radio, TV and print media advertisements, video and audio tapes, films, promotional material such as busts of Chesty Bond. These are very significant items of State and potentially National significance with the potential to assist in the communication of the history of the company in a variety of ways.

3.4.2 Factory Equipment

Although most of the plant and equipment from the former operations at the Bonds site has been sold or scrapped, a number of items were still present on site when inspections for the present report were undertaken. These included industrial sewing machines and knitting machines. There was also some documentary material relating to the machinery including service records and manuals.

3.4.3 Drawings and Plans

A number of drawings showing buildings and equipment were located in a plan chest in the site engineer's office, including the building plans illustrated in Section 3.2. The collection is not comprehensive but includes some valuable historical information. In addition, egress plans displayed throughout the complex show building names and uses which are of value in interpreting the site. The building plans have been relocated to a secure location on site leased by Pacific Brands from Rainbowforce Pty Ltd.

3.0 Heritage Impact Assessment

3.1 Description of the Masterplan

3.1.1 Background

The original concept design for the Masterplan was not supported by Holroyd Council, in part at least because the Council and its external heritage consultant were not satisfied with the recommendations of the Draft CMP, and the extent to which significant buildings and other elements were proposed to be retained within the proposed redevelopment of the site. Council recommended no new development in what they termed the 'Recommended Immediate Heritage Building Curtilage' (effectively the northern sector of the site, described in a later draft of the CMP as the 'Conservation Zone'—refer to Figure 2.3).

However, the 'Review of Significance—Analysis of Elements' section of the CMP (Section 6.7, 10th Draft) argues that not all the elements within the identified Conservation Zone comprise sufficient heritage significance to warrant retention, nor would it be necessary to exclude appropriately scaled and sited new development within this section of the site.

GML Heritage has undertaken a peer review of the draft CMP at a number of stages and supports this contention. The heritage criterion for the redevelopment of the site is meaningful retention and adaptation of buildings and other elements, determined by individual significance and contribution to the overall significance of the Bonds Mills site; while allowing for appropriately scaled new development within the immediate context of these significant items.

3.1.2 The Concept Masterplan

It is envisaged that the Bonds Spinning Mills site would be rezoned and redeveloped for medium density residential, including a mix of studio, one, two and three bedroom apartments. It is also proposed that the site would provide commercial facilities including a supermarket, retail, childcare, civic uses and offices. The proposed apartment buildings vary in height from three to seventeen storeys, with most of the higher scale development concentrated in the southern section of the site.

The majority of buildings associated with the former Bonds Spinning Mills are proposed to be removed; however, the majority of the more significant buildings in the designated heritage conservation zone recommended by the CMP in the northern sector of the site would be conserved and adaptively re-used to form a publically accessible 'Heritage precinct' (refer to Figure 2.3).

The retained heritage elements, whilst in close proximity to proposed high density apartments in the southern sector of the site, would be set within a generous open space parkland context. They are proposed to be adaptively re-used for retail, commercial and civic uses, including interpretation of the rich history of the former Bonds Spinning Mills site.



Figure 3.1 View from the north of the development proposed by the Masterplan, showing the Heritage precinct and open space context. (Source: Urban Design Report, Roberts Day, April 2014)

3.2 Assessment of Heritage Impacts

3.2.1 Individual Elements within the Bonds Spinning Mills Site

The CMP includes a discussion of key issues associated with individual elements at the Bonds Spinning Mills site, and recommends approaches for the conservation management of these elements.

3.2.2 Extent of Demolition

The Masterplan proposes the demolition of 21 elements associated with the Bonds Spinning Mills. Table 3.1 sets out the list of elements proposed for demolition, their heritage significance and conservation recommendations according to the CMP, and the extent to which the Masterplan complies with these recommendations.

Table 3.1 Elements Proposed for Demolition.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
1. Yarn Store	Medium	Fair condition—the long narrow plan and lack of windows make re-use difficult. Investigate original use for the interpretation plan. May	Complies.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
		be demolished following archival recording.	
2. Old Spinning Mill	High	Original equipment all removed. Former prominence in the streetscape diminished by street and site landscaping. Level difference between the footpath and floor reduces the ability for active street frontage. Retain in whole or in part, especially the western end, and adapt for commercial uses.	Does not comply. Old Spinning Mill proposed to be completely removed.
9. Carpenters Workshop	Medium	Limited ability to interpret special qualities of the Bonds site. May be retained and adapted, or recorded and demolished.	Complies.
10. Amenities	High	Small compartmented floor plan makes re-use difficult. May be retained and adapted, or recorded and demolished.	Complies.
11. Substation	High	Retain and adapt if suitable for continued original use, or record and demolish.	Complies.
15. Stores and Loading Dock	Low	May be demolished following recording.	Complies.
16. Covered Roadway	Low	May be demolished following recording; if buildings either side are retained, their original external walls should be conserved.	Complies.
17. Offices	Low	Fair condition. May be retained and adapted, or demolished following recording.	Complies.
18. New Bale Stores	Medium	May be retained and adapted, or demolished following recording.	Complies.
19. Spin Dispatch	Low	May be retained and adapted, or demolished following recording.	Complies.
20. Electricians Workshop	Low	May be retained and adapted, or demolished following recording.	Complies.
22. New Spinning Mill	Medium	May be retained and adapted, or demolished following recording.	Complies.
23. Dye House	Low	May be retained and adapted, or demolished following recording.	Complies.
24. Covered Roadway	Low	May be demolished following recording.	Complies.
25. Store	Low	May be demolished following recording.	Complies.
26. Canopy	Low	May be demolished following recording.	Complies.
27. Warehouse Extension	Low	May be demolished following recording.	Complies.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
28. Spinning Mill Extension	Low	May be demolished following recording.	Complies.
29. Dye House Extension	Low	May be demolished following recording.	Complies.
30. Loading Dock	Low	May be demolished following recording.	Complies.
31. Canopy	Low	May be demolished following recording.	Complies.

Discussion

The proposed demolition works are generally in accordance with 8.3 Specific Element Conservation Recommendations, with the exception of the High significance Old Spinning Mill (2). However, the Cutting Room, which also dates from the first phase of the development of the Bonds Spinning Mills site and is of a similar construction, is to be retained (although it has timber columns whereas the slightly later Old Spinning Mill has steel columns). Given that both buildings comprise large open spaces with minimal structure, the retention of only the Exceptional significance Cutting Room is an acceptable heritage outcome.

The High significance Amenities building (10) and Substation (11) are not proposed for retention. The High significance ratings of these buildings (especially the Amenities building) is questionable in any case given their simple, utilitarian character. Moreover, the CMP recommends that the appropriate conservation outcome would be either retention and re-use, or recording and demolition. It is proposed that recording and demolition be undertaken, and the significance of these buildings be interpreted within the proposed development.

3.2.3 Conservation and Re-use of Heritage Elements

The Masterplan proposes retaining and adapting seven buildings associated with the Bonds Spinning Mills. All three buildings of Exceptional significance, and three out of the six buildings of High significance would be retained. Those proposed would be retained and adaptively re-used to form the Heritage precinct.

Table 3.2 sets out the list of elements proposed for retention, their heritage significance and conservation recommendations according to the CMP, and the extent to which the Masterplan complies with these recommendations.

Table 3.2 Elements Proposed for Retention.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
3. Administration and Fabric Store	Exceptional	Retain and conserve the whole of the first structural bay as a minimum, and preferably some additional bays.	Complies. Retention of the front two bays 'in the round' will require new enclosures where the other bays are removed.

Reference and Element	Heritage Significance	Specific Element Conservation Recommendations	Compliance with CMP
5. Dance Hall	High	Alterations for later uses have resulted in the loss of original fabric and reduced interpretation value. Retain in the short term pending further investigation of its original purpose, its use as a Dance Hall and Staff Cafeteria, its current condition and its viability for retention and adaptive re-use in the next phase of the redevelopment project.	Complies.
6. Cutting Room	Exceptional	Retain and conserve preferably in its entirety. Adaptation, preferably for commercial uses, should retain large internal spaces with a minimum of additional partitioning.	Complies.
7. Old Bale Stores	Exceptional	Fair to good condition; some doors damaged. Retain and conserve in their entirety. At least one store should be conserved in its original condition for interpretation; others could be adapted for new uses, such as storage.	Complies.
8. Compressor Room	High	Fair condition. May be retained and adapted for commercial or light industrial use, or recorded and demolished.	Complies.
12. John Austin Centre	High	Retain and conserve. May be adapted for commercial uses, or as an interpretation centre for the site.	Complies.
21. Boiler House	Medium	May be retained and adapted, or demolished following recording.	Complies.
Perimeter Landscaping within and along Eastern Boundary	High	Retain perimeter landscaping where possible and enhance as a visual buffer to any new development on the site.	Substantially complies. Geometry and plantings of the eastern boundary landscaping to be redesigned and reconfigured.
The 'Park'	High	Retain as open space. Retain and conserve specimens of <i>Corymbia citriodora</i> . Maintain trees in accordance with best arboricultural practice.	Substantially complies. The 'Park' to be expanded as open space to provide the landscape setting for the Heritage precinct. Retention of actual species to be determined by a detailed landscape plan.

Discussion

The proposal to retain these heritage elements has been informed by the significance of the individual element, balanced with the need to maintain the legibility of the site configuration within the Heritage precinct, as defined in Section 13.1 of the CMP, below:

8.4.13 Maintaining legibility of site configuration

Policy 13.1: The functional importance of the layout of the site should be maintained and/or interpreted by:

- *maintaining the significant visual and physical links between the various buildings on site; and*
- *conserving the significant built and landscape elements and their settings; and*
- *investigating, recording and interpreting where appropriate the archaeological evidence of the original / earlier site development.*

This policy provides a framework for interpreting key aspects of the function and use of the site and subsequent evolution as part of its conservation and on-going development.

The creation of a substantial landscaped open space surrounding the retained heritage buildings by the removal of less significant elements will enhance their setting and allow for meaningful spatial/visual connections within the proposed Heritage precinct. The retention of these elements (which make an important contribution to the overall heritage significance of the Bonds Spinning Mills site) not only makes possible their ongoing (albeit changed) use, but would also allow them to be publically accessible and enable wider interpretation of their heritage values.

At this early stage of the Masterplan, it is not feasible to specify with any detail how each of the retained significant buildings should be conserved or adapted for sympathetic new use(s). Section 8.3 of the CMP—Specific Element Conservation Recommendations—therefore includes the following recommendation:

In the preparation of documentation to accompany development applications for later phases of the project, it will be necessary to prepare Specific Element Conservation Plans (SECPs) for each of the retained significant built elements.



Figure 3.2 Possible adaptation of the Cutting Room as a supermarket. (Source: Urban Design Report, Roberts Day, April 2014)

Future proposals involving alteration to individual elements would therefore be subject to further heritage impact assessment against the policies included in the relevant SECP as part of the development application phase of the project.

3.3 Impacts on Heritage Items in the Vicinity

3.3.1 'Dunmore'

While the proposed new apartment blocks fronting Dunmore and Jones Streets in the northern sector would increase the built scale within the visual curtilage of 'Dunmore', their general arrangement and scale has been designed to minimise any substantial impact on significant views to the northeast from the main rooms and verandahs of 'Dunmore'. These significant views comprise an approximate 90 degree arc, defined in the northeast by a large fig tree within the grounds of 'Dunmore', and extending around to the northwest. The new development within this sector would be visible from 'Dunmore', but the expansive views that had clearly been a factor in the selection of the site by William McMillan in the 1880s for the construction of 'Dunmore' would not be substantially compromised.



Figure 3.3 View of new development from the verandah of 'Dunmore', looking northeast. (Source: Urban Design Report, Roberts Day, April 2014)

The elevated siting of 'Dunmore' above the Bonds site and its substantial separation from their shared boundary means that views of the house from Dunmore Street and adjacent points in the public realm would not be adversely affected.

3.3.2 Ashwood House

The proposed Masterplan is located at a considerable distance from Ashwood House. The proposal would therefore have a negligible impact on the character of Ashwood House and its curtilage. There are no significant views identified between Ashwood House and the Bonds Spinning Mills.

3.3.3 Bobbin Mill Facade

Given the detached location of the Bobbin Mill facade on the north side of Dunmore Street and its loss of integrity as a two dimensional component of a new building, the proposed three and five-storey apartment blocks on the south side of Dunmore Street would have only a minor impact on its relationship with the Bonds Spinning Mills site.

3.4 European Archaeological Potential

The Bonds site is listed on Schedule 5, Part 3 Archaeological sites in the current Holroyd LEP 2013. Although it is feasible that there may be extant archaeological material within the strata, this is not likely to extend to all areas of the site, especially the southern section where there has been considerable cut and fill.

The management of any archaeological material is likely to involve the NSW Heritage Branch under the relevant provisions of the Heritage Act, this is likely to be a procedural requirement rather than an impediment to the redevelopment proceeding. However, an Archaeological Assessment would be required at or prior to the development application stage; an allowance would need to be made in the project timeframe for the necessary approvals and on-site investigations, if required.

3.5 Aboriginal Archaeological Potential

The Aboriginal archaeological potential of the Bonds site was not assessed in the preparation of the CMP. However, it would be prudent to undertake a Due Diligence assessment, including a search of the Aboriginal Information Management System (AHIMS), in order to determine whether Aboriginal places or objects may be present on the site.

It is not a formal requirement to consult with the local Aboriginal community in accordance with the *Aboriginal Cultural Heritage Consultation Requirements for Proponents* as part of the preparation of the Due Diligence assessment. However, if the AHIMS search or visual inspections indicate that the Bonds site has the potential to contain Aboriginal objects, and the proposed redevelopment is likely to cause harm to these objects, then consultation and an Aboriginal Heritage Impact Permit would be required.

4.0 Conclusions and Recommendations

4.1 Conclusion

The Masterplan for the former Bonds Spinning Mills site proposes rezoning and redevelopment for medium density residential and associated uses. The proposed redevelopment would require the removal of a large number of former Bonds factory buildings. However, the Masterplan has been carefully developed with consideration of the site's sensitive heritage context.

The Masterplan requires the demolition of all buildings and associated structures in the southern sector of the site, but these elements have been identified in the CMP as not significant. The majority of significant buildings and other elements associated with the former Bonds Spinning Mills located in the northern sector of the site are proposed for retention and adaptive re-use to form a publicly accessible Heritage precinct. All of the buildings of Exceptional significance, and three out of the six buildings of High significance will be retained. The buildings proposed for retention and their level of significance are:

- Exceptional Significance:
 - 3. Administration (in part);
 - 6. Cutting Room; and
 - 7. Old Bale Stores.
- High Significance:
 - 5. Knitting Store (Dance Hall);
 - 8. Compressor Room; and
 - 12. Store/First Aid (John Austin Centre).
- Medium Significance
 - 21. Boiler House.

The proposed demolition of the Old Spinning Mill (2), which is rated in the CMP as being of High significance and has a strong presence on the public realm of Dunmore Street, is not in accordance with the CMP, which recommends that it be at least partially retained and adapted. Nevertheless, the Cutting Room, which also dates from the first phase of the development of the Bonds Spinning Mills site and is of a similar construction, is to be retained (although it has timber columns whereas the slightly later Old Spinning Mill has steel columns). Given that both buildings comprise large open spaces with minimal structure, the retention of only the Exceptional significance Cutting Room is an acceptable heritage outcome, particularly as its proximity to other significant retained buildings would allow for a more substantial contribution to the proposed Heritage precinct.

The Highly significant Amenities building (10) and Substation (11) are not proposed for retention. The High significance ratings of these buildings (especially the Amenities building) is questionable in any case given their simple, utilitarian character. Moreover, the CMP recommends that the appropriate conservation outcome would be either retention and re-use, or recording and

demolition. It is proposed that recording and demolition be undertaken, and the significance of these buildings be interpreted within the proposed development.

The demolition of the contribution of the Old Spinning Mill would remove its 'industrial aesthetic' contribution to Dunmore Street, which cannot be replicated by the proposed five five-storey apartment blocks that would replace it. However, it will be important to ensure that the new buildings do not overwhelm the scale of the adjacent Administration and Fabric Store building fronting Dunmore Street (which is also to be retained); and that they present as a cohesive group with a strong horizontal emphasis to retain their association with the site as an entity with an 'urban' presence to Dunmore Street. It will be appropriate to apply this principle to the design of all new apartment blocks in the immediate vicinity of retained significant buildings; and that it be reflected in any future DCP or detailed masterplan for the site.

The creation of open space surrounding the retained heritage buildings by the removal of less significant elements would enhance their setting and allow for meaningful spatial/visual connections that respond to their functional connections as key components of the Bonds factory operation. The retention of these elements (which make an important contribution to the overall heritage significance of the Bonds Spinning Mills site) not only makes possible their ongoing (albeit changed) use, but would also allow them to be publically accessible and enable wider interpretation of their heritage values.

The proposed open space would provide the landscaped context for the Heritage precinct, comprising all of the retained significant buildings and other elements associated with the former Bonds Spinning Mills. The Heritage precinct would become the focus of the site and the interface between low scale heritage structures, functional and accessible open space and the more intensive new development that is proposed in the southern sector of the site. It would also be the focus for interpretation of the rich history of the Bonds Spinning Mills site. This outcome would be of benefit to the broader community of Pendle Hill, not just to the future residents of the proposed development of the Bonds Spinning Mills site.

The CMP identifies the eastern boundary perimeter landscaping and the 'Park' as being of High heritage significance. Both of these important landscape items are proposed for retention under the Masterplan, notwithstanding that the geometry and plantings of the eastern boundary landscaping is to be redesigned and reconfigured. Moreover, the 'Park' would form the focus of the greatly expanded open space, providing the landscape setting for the Heritage precinct—comprised of the buildings and associated structures that are individually significant.

The proposed apartment blocks vary from three to seventeen storeys, with the higher scale development concentrated to the southern sector of the site, below a clear east–west line of demarcation that separates the two sectors. All of the retained significant buildings and spaces are located to the north of this line, within a context of new apartment blocks varying in height from three to five storeys. Immediately to the south of the line, the scale of the new blocks increases to fifteen and seventeen storeys.

Given the scope of the Masterplan as a high level strategic document, it is not feasible at this stage to analyse in detail the impact of these new blocks on the heritage values of each retained significant building and space in their vicinity, within the northern sector of the site. However, in principle, the general arrangement and three to five-storey scale of the new blocks in this northern sector is reasonably compatible with the single-storey (but high volume) retained significant buildings. Moreover, the substantially increased quantum of open space within which the retained buildings would be set would mitigate any scale disparity with the new blocks; while the design of

the new landscape would acknowledge the linear circulation spaces that allowed these buildings to function as part of the Bonds Spinning Mills operation.

GML Heritage has worked closely with the Masterplan team to ensure the key principle of the maintenance of view lines from 'Dunmore' is maintained. While the proposed new apartment blocks fronting Dunmore and Jones Streets in the northern sector would increase the built scale within the visual curtilage of 'Dunmore', their general arrangement and scale has been designed to minimise any substantial impact on significant views to the northeast from the main rooms and verandahs of 'Dunmore'. These significant views comprise an approximate 90 degree arc, defined in the northeast by a large fig tree within the grounds of 'Dunmore', and extending around to the northwest. The new development within this sector would be visible from 'Dunmore', but the expansive views that had clearly been a factor in the selection of the site by William McMillan in the 1880s for the construction of 'Dunmore' would not be substantially compromised.

Moreover, the elevated siting of 'Dunmore' above the Bonds site and its substantial separation from their shared boundary means that views of the house from Dunmore Street and adjacent points in the public realm would not be adversely affected.

The focus of the Masterplan is on the physical redevelopment of the former Bonds Spinning Mills site, including the retention and adaptation of the buildings and associated structures that contribute to the overall significance of the site. However, the CMP also recognises the value of the less tangible evidence of the long occupation of the site by the Bonds company, notably the archives, remaining factory equipment, and drawings and plans. The CMP concludes that the Bonds archives in particular are significant at the State, and possibly National, level. This assessment of the archives would warrant further comparative analysis, but there is no doubt that these records (and the drawings and plans) of the Bonds company warrant conservation to allow for future research and to facilitate informed interpretation of the history of the site as part of the proposed redevelopment. It is understood that much of the factory equipment has been sold or relocated, and is no longer under the control of the current owners of the site. Nevertheless, the remaining equipment should be subject to expert assessment and cataloguing, and possibly used as part of the interpretation strategy for the site.

In conclusion, the redevelopment of the former Bonds Spinning Mills site proposed by the Masterplan is generally an appropriate response to the heritage values of the site as a whole and the buildings and associated structures that contribute to this significance. The majority of these elements are proposed for retention (in some cases partial retention), and there is considerable scope for their adaptation for new uses that would fit well with the proposed residential development of the site. The redevelopment proposed by the Masterplan is also generally in accordance with the outcomes of the CMP, specifically the Conservation Policies, Specific Element Conservation Recommendations and Development Guidelines for Retained Heritage Items.

4.2 Recommendations

This Heritage Assessment report does not constitute a detailed analysis of the merits and potential impacts of the proposed Masterplan as they relate to the heritage values of the former Bonds Spinning Mills site. As a Masterplan is a high level strategic document, the more specific and detailed heritage issues would need to be considered and addressed during subsequent stages of the approval process.

It is recommended that the following requirements are applied to the further development of the Masterplan and, where appropriate, applied as conditions of consent at the development application stage of the project:

1. Specific element Conservation Plans (SECPs) should be prepared to provide detailed conservation guidelines, including appropriate adaptation options, for each of the buildings to be retained and adapted in accordance with the Masterplan.
2. The proposed new apartment blocks along Dunmore Street should be carefully designed to sensitively respond to the character of the broader Bonds Spinning Mills factory site, and to ensure that the new blocks do not overwhelm the scale of the Administration and other significant buildings to be retained within the proposed Heritage precinct. The new blocks should present as a cohesive group with a strong horizontal emphasis to retain their association with the site as an entity with an 'urban' presence to Dunmore Street. These principles should be reflected in any future DCP or detailed Masterplan for the site.
3. A comprehensive landscape plan should be prepared to complement the Masterplan for the site. The landscape plan should include a detailed design for the proposed Heritage precinct to ensure that the proposed open space would provide an appropriate context and interpretation focus for the retained significant buildings and other elements associated with the former Bonds Spinning Mills factory, while acknowledging the functional connections between these items as key components of its operation.
4. The Bonds archives, which are significant at the State and possibly National level, should be compiled, catalogued and appropriately stored, either on site or at a suitable repository where public access for bona fide research can be provided. The surviving architectural/engineering drawings and plans should be similarly conserved and managed.
5. The Bonds factory equipment that has not been sold or relocated should be collected and an inventory prepared which will determine its significance and potential for display as part of the broader interpretation of the former Bonds Spinning Mills site.
6. Although any extant archaeological deposits on the site are expected to have been largely compromised by the extensive earthworks undertaken throughout the late twentieth century, an Archaeological Assessment for the site should be prepared as part of the development application phase of the project.
7. An Interpretation Plan should be prepared for the former Bonds Spinning Mills site to guide the interpretation of the site. The Interpretation Plan will utilise the Bonds archives, architectural/engineering drawings and plans, surviving factory equipment and available oral histories to communicate the rich history of the Bonds Spinning Mills factory site to future residents of the site, and also the broader community of Pendle Hill.
8. An Aboriginal Due Diligence assessment should be undertaken prior to the development application stage of the project. If the AHIMS search or visual inspections indicate that the Bonds site has the potential to contain Aboriginal objects, and the proposed redevelopment is likely to cause harm to these objects, then consultation and the preparation of an Aboriginal Heritage Impact Permit Application under Part 6 of the *National Parks and Wildlife Act 1974* would be required prior to any works commencing on the site.