

HERITAGE IMPACT STATEMENT

37-39 PAVESI STREET, SMITHFIELD

PREPARED BY

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FOR

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CONTENTS

1.0	Executive Summary	3
2.0	Introduction	4
2.1	Background	4
2.2	Scope of Assessment	4
2.3	Site IDENTIFICATION and Description	4
2.4	Methodology	4
2.5	Sources	5
2.6	Authorship	5
3.0	Legislative context	6
3.1	Statutory Heritage Listings	6
3.1.1	NSW Heritage Act 1977	6
4.0	Historical Outline	14
4.1	Documentary evidence	14
4.1.1	Progressive Development of the Upper Nepean Scheme after 1888	14
5.0	Heritage significance	15
5.1	Statement of Heritage Significance	15
5.2	Heritage curtilage	15
6.0	The Proposal	17
6.1	Summary of the Proposal	17
7.0	Heritage Impact Assessment	18
7.1	General heritage impacts	18
7.1.1	New development adjacent to a heritage item (including additional buildings and dual occupancies)	18
	The reduced heritage curtilage, as established by the NSW Heritage Office and identified in Section 5.2 of this report, suggests that the pipelines to the north of the site have a limited association with the main Pipehead site.	18
7.1.2	Subdivision	18
8.0	Conclusion	19

1.0 EXECUTIVE SUMMARY

The property that this development proposal relates to shares a common boundary with the State heritage listed water supply pipeline that formed part of the Upper Nepean Scheme from Prospect Reservoir to Pipe Head at Frank Street, Guildford. This section of the pipeline is located in the City of Holroyd Local Government Area.

The proposal is to replace an existing industrial development and does not have any material impact on the setting of the pipeline corridor, completed in 1958, or its interpretive value as an element of a major part of the water supply infrastructure serving Sydney since the 1880s.

The proposal will be separated by from the pipeline corridor by a screen of trees as a visual buffer that will, by intent, be a reminder of the Cumberland Plains forestation that preceded the construction of the water supply corridor and subsequent urbanisation.

The proposal presents negligible impact to the heritage significance of the pipeline.

2.0 INTRODUCTION

2.1 BACKGROUND

This Heritage Impact Statement forms part of a Planning Proposal submission to Holroyd Council to rezone and redevelop the site at 37-39 Pavesi Street, Smithfield for subdivision and dual-occupancy. The proposal has the potential to impact on the historic significance of water supply pipelines, which is located along the northern boundary of the site. The water supply pipelines are recognised as having state heritage significance for its association with the Upper Nepean Scheme, Sydney's first reliable water supply.

2.2 SCOPE OF ASSESSMENT

The objective of this assessment is to determine whether the proposed development will have a negative impact on the cultural heritage and significance of the water supply pipelines with regard to the following planning controls and heritage conservation management policies:

- Holroyd Local Environmental Plan 2013; and
- Holroyd Development Control Plan 2013.

2.3 SITE IDENTIFICATION AND DESCRIPTION



Figure 1: Location Map. The water supply pipelines, located directly north of the site, is recognised as an item of state heritage significance. [Map Source: Land and Property Information, www.maps.six.gov.au].

2.4 METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the guidelines of *The Burra Charter: Australia ICOMOS Charter for Places of Cultural Significance*, 2013, and the NSW Heritage Council's *Heritage Manual: Assessing Heritage Significance*.

The *Burra Charter* provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item.

The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

2.5 SOURCES

The historical context was developed referring to the historical background for the site provided in: -

- State Heritage Register Inventory Sheets; and
- Other reputable sources in the public domain.

All sources used to develop an understanding of the historical context of the site are acknowledged as footnotes in Section 4.0 Historical Context.

2.6 AUTHORSHIP

This document was written and edited by Surbjit Bhatti with the assistance of Franchesca Tenedora.

Diagrams and photographs used in this document were prepared by FORM architects (aust) Pty Ltd, unless identified otherwise. The Architectural Plans, which have been included in this report as **Appendix A** (Architectural Plans), were also prepared by FORM architects (aust) Pty Ltd.

3.0 LEGISLATIVE CONTEXT

3.1 STATUTORY HERITAGE LISTINGS

3.1.1 NSW Heritage Act 1977

The *NSW Heritage Act 1977* is intended to promote and manage the conservation and protection of items of State heritage significance.

3.1.2 Holroyd Local Environmental Plan 2013

The *Holroyd Local Environmental Plan 2013 (Holroyd LEP 2013)* provides general protections for the conservation of heritage items and conservation areas. The water supply pipeline is listed on [Schedule 5 – Environmental Heritage](#) (Item No.I01629) as an item of state significance.

Table 1: Assessment of Proposal against the Parramatta LEP 2011.

PLANNING CONTROL	COMMENTS
5.10 Heritage conservation Note. Heritage items (if any) are listed and described in Schedule 5. Heritage conservation areas (if any) are shown on the Heritage Map as well as being described in Schedule 5.	
(1) Objectives The objectives of this clause are as follows:	
(a) To conserve the environmental heritage of Holroyd, (b) to conserve the heritage significance of heritage items and heritage conservation areas including associated fabric, settings and views, (c) to conserve archaeological sites, (d) to conserve Aboriginal objects and Aboriginal places of heritage significance.	The proposal meets the objectives of this clause as the works proposed have a minimal impact on the heritage fabric of the water supply lines.

(2) Requirement for consent

Development consent is required for any of the following:

- (a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):
- (i) a heritage item
 - (ii) an Aboriginal object,
 - (iii) a building, work, relic or tree within a heritage conservation area,
- (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,
- (c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,
- (d) disturbing or excavating an Aboriginal place of heritage significance,
- (e) erecting a building on land:
- (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,
- (f) subdividing land:
- (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

The planning proposal does not include demolition works, alterations, disturbances, erecting structures or subdivision on the water supply pipelines.

(3) When consent not required	
However, development consent under this clause is not required if:	
(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development: (i) is of a minor nature, or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or, archaeological site or a building, work, relic, tree or place within the heritage conservation area, and (ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or (b) the development is in a cemetery or burial ground and the proposed development: (i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and (ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or (c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or (d) the development is exempt development.	Not applicable.
(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).	The planning proposal does not adversely impact on the identified heritage significance of the water supply pipelines.

(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.	This Heritage Impact Statement has been prepared in response to the significance of the water supply pipelines. An assessment of its impact is discussed in Section 7.0 (Heritage Impact Assessment) of this report. The issues related to the reduced curtilage of the site is discussed in Section 5.2 (Heritage Curtilage).
(6) Heritage conservation management plans	
The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.	Not applicable.
(7) Archaeological sites	
The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):	
(a) notify the Heritage Council of its intention to grant consent, and (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.	Not applicable as it is not a known archaeological site.
(8) Aboriginal places of heritage significance	
The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:	
(a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and (b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.	Not applicable as it is not a known Aboriginal place of heritage significance.

(9) Demolition of nominated State heritage items	
The consent authority must, before granting consent under this clause for the demolition of a nominated State heritage item:	
(a) notify the Heritage Council about the application, and (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.	Not applicable.
(10) Conservation incentives	
The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:	
(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and (b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and (c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and (d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and (e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.	Not applicable.

3.1.3 Holroyd Development Control Plan 2013

The *Holroyd Development Control Plan 2013* (*Holroyd DCP 2013*) provides additional controls and guidelines for the maintenance, alterations and additions, new development and archaeological issues. Part H of the *Holroyd DCP 2013* applies to the proposal for 37-39 Pavese Street, Smithfield.

Table 2: Assessment of Proposal against the Holroyd DCP 2013.

PLANNING GUIDELINES	COMMENTS
4. Specific controls for development in the vicinity of a heritage item	
Development controls	
C1. New dwellings on sites adjoining or in the vicinity of an item of environmental heritage shall be designed and constructed in a manner that does not detract from the historic significance of that item or the area.	

PLANNING GUIDELINES	COMMENTS
Context	
C2. The development shall be designed having regard to its environmental and built context, to the existing streetscape character and to any heritage items or conservation areas that may be located nearby.	The proposal to rezone the existing site from Light Industrial to General Residential references development in the immediate vicinity of 37-39 Pavesi Street. These issues are assessed in the Urban Design Report prepared by FORM architects (aust) that accompanies this planning proposal.
Streetscape character	
C3. New development should make reference to the predominant height, scale, roof form and pitch, proportion, setbacks, design details and features of adjoining development and of any adjacent heritage items or conservation areas.	See comments above regarding 'Context.
C4. The height and scale of new development should be consistent with the predominant streetscape height and compatible with the height of adjoining development. Where a new building is proposed in a street that is predominantly single storey or where adjoining heritage items are single storey only, the proposal should also be single storey.	See comments above regarding 'Context.
C5. New development should be compatible with heritage items in terms of its scale and massing - overall bulk and arrangement of parts. New buildings should not dominate their surroundings, nor should they be substantially smaller.	Not applicable.
C6. Where a residential flat building is proposed adjoining or adjacent to a heritage item, any height and scale differences between a heritage item and new development should be minimised by stepping the height or locating the bulk of the new development away from the heritage item.	Not applicable.
C7. New development should line up or continue any significant building elements of adjoining development, such as roof-lines, roof form and pitch, parapets, verandahs, awnings or string courses.	Not applicable.
C8. Window and door openings, building lines and building massing of new development should also be designed in the context of its adjoining development.	Not applicable.

PLANNING GUIDELINES	COMMENTS
C9. Where a particular heritage theme predominates within a street (e.g. predominantly Federation period cottages), the design of new development should be compatible with this heritage theme.	Not applicable.
Setbacks and orientation	
C10. New development shall be carefully sited so that it is consistent with the predominant street and boundary setbacks. This may be varied where an increased or decreased front or side setback will assist in ensuring that a new development does not visually dominate any adjoining heritage items.	See comments above regarding 'Context.
C11. New buildings within an existing streetscape should not be oriented across sites contrary to the established pattern.	See comments above regarding 'Context.
C12. Where a new development is proposed adjoining a significant heritage feature such as the Parramatta Regional Park, new development should continue the primary orientation to the park, and should provide an appropriate entry design and setback treatment along the park frontage.	Not applicable.
Siting and location	
C13. The siting of new development should not affect the structure of, or otherwise cause physical damage to, any heritage item.	The works associated with the planning proposal are to be contained within the site boundaries of 37-39 Pavesi Street, Smithfield.
C14. New development should be located so that it does not adversely impact upon the identified curtilage, setting or landscaping, solar access or any significant views to or from a heritage item.	The proposed development associated with this planning proposal should not affect the significant heritage curtilage established by the NSW State Heritage Office (refer to Section 5.2 of this report).
Visual impact	
C15. The design of the street elevation should be relatively uncomplicated, and consist of simple forms so that it does not visually compete with the heritage item.	Not applicable.
C16. In residential zones where a higher density is permitted, new development adjoining/adjacent to a heritage item should avoid incorporating large unbroken wall areas.	Not applicable.
C17. Where new development is necessarily larger than its surrounding development, the bulk can be reduced by breaking long walls into bays or by arranging the openings in the wall so that their size and shape reflect the structure and the openings of its neighbours.	Not applicable.

PLANNING GUIDELINES	COMMENTS
C18. Landscaping should be used to minimise the visual appearance of large wall areas in new development adjoining a heritage item.	
C19. Where new development is proposed adjoining a heritage item or conservation area, the development should incorporate the use of colours and materials that are recessive so that they do not visually dominate the heritage item.	Not applicable.
C20. Buildings in the vicinity of heritage items or conservation areas should use a style and material of fencing (and gates) that are appropriate to the age and style of the heritage item and/or to the character of the conservation area.	Not applicable.

4.0 HISTORICAL OUTLINE¹

This section provides a brief outline of the historical context of the water supply pipelines and draws heavily from the information provided in the [State Heritage Database Inventory Sheet No. 4575806](#).

4.1 DOCUMENTARY EVIDENCE

4.1.1 Progressive Development of the Upper Nepean Scheme after 1888

As the ever increasing demand for water was met by the construction of the major storage dams (Cataract, Cordeaux, Avon, Nepean), the provision of additional conduits to carry it to the city was also necessary. Particularly deficient was the System between Prospect Reservoir and Pipe Head where the amplified Lower Canal could carry only 100 million gallons per day.

In 1926, a scheme was considered whereby a pressure tunnel would be built between Cecil Hills on the Upper Canal to link up with another pressure tunnel then under construction between Potts Hill and Sydney, thus by-passing Prospect, the Lower Canal, Pipe Head and Potts Hill. This would have been extremely expensive, and, in the event, a 54 inch diameter woodstave main was constructed from the Upper Canal not far from where it entered Prospect Reservoir to the Pipe Head basin and then on to Potts Hill. It was completed in 1927. Later in 1937, it was replaced by a steel main laid between the Upper Canal, from just before its discharge into Prospect Reservoir, and Pipe Head. This main could also be fed directly from Prospect Reservoir. Still later, in 1958, when Warragamba water became progressively available to Prospect Reservoir, a steel pipeline was commissioned between Prospect and Pipe Head.



FIGURE 2: The Pipeline at the rear of 37-39 Pavese Street in February 2016. The corridor is densely planted along the common boundary. The visual impact of development would be minimal. [Source: FORM architects February 2016].

¹ Adapted from the [State Heritage Database Inventory Sheet No. 4575806](#).

5.0 HERITAGE SIGNIFICANCE

5.1 STATEMENT OF HERITAGE SIGNIFICANCE²

The pipelines are an integral part of the water supply of Sydney, demonstrate the evolution in pipeline technology and are an integral part of the amplification of the Upper Nepean Scheme. The listing includes the pipelines, pumping stations and all associated structures, unless specifically excluded, to the property boundary.

5.2 HERITAGE CURTILAGE

Holroyd City Council includes within the boundaries of the heritage curtilage the Pipehead site and the associated pipelines (refer to **FIGURE 3** below).



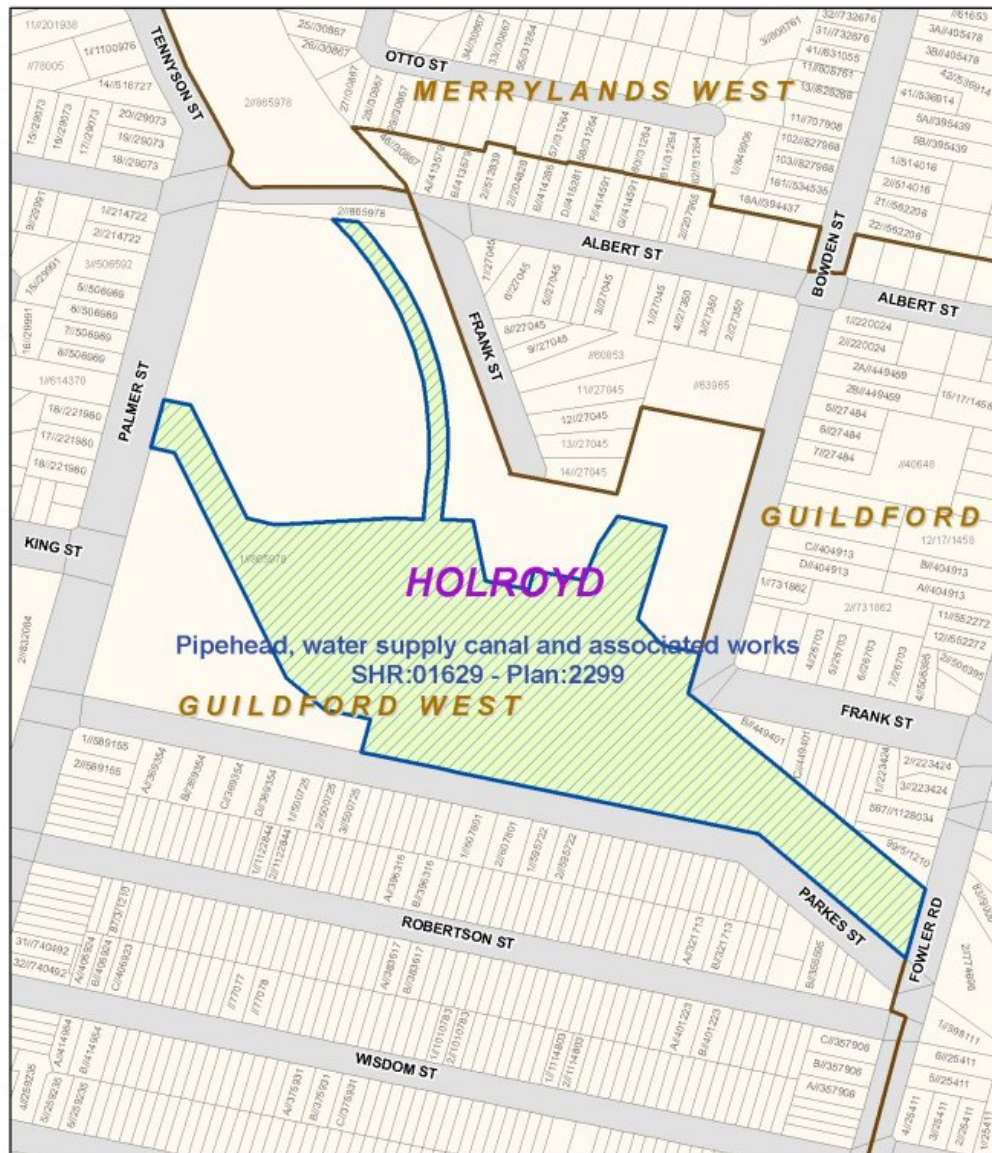
 **HOLROYD LEP 2013 HERITAGE MAP**
37-39 PAVESI STREET, SMITHFIELD  HERITAGE ITEM

FIGURE 3: Holroyd LEP 2013 Heritage Map [Source: Holroyd Council].

The NSW State Heritage Register identifies a reduced heritage curtilage of the original boundary, gazetted in November 2009. It contains only the built items of heritage significance (refer to **FIGURE 4**, below).

² Adapted from the [State Heritage Database Inventory Sheet No. 4575806](#).

Heritage Council of New South Wales



State Heritage Register

Gazettal Date: 11 August 2000

Boundary Amended: 9 October 2009

0 25 50 100 150 200 Metres

Scale: 1:3,500

Produced by: Naomi Nelson

Legend

- SHR Curtilage
- LGAs
- Suburbs
- Land Parcels
- Water
- Roads
- Railways
- NSW Reserves

FIGURE 4: Heritage curtilage of the site as registered with the NSW State Heritage Register. [Source: NSW Office of Environment and Heritage].

6.0 THE PROPOSAL

6.1 SUMMARY OF THE PROPOSAL

The planning proposal supports the rezoning of the land at 37-39 Pavesi Street, Smithfield under the Holroyd Local Environmental Plan 2013 from its current zoning as IN2 – Light Industrial Zone to R2 – Low Density Residential Zone. The site is an interface with R2 zoned areas to the east and IN2 zoned areas to the west.

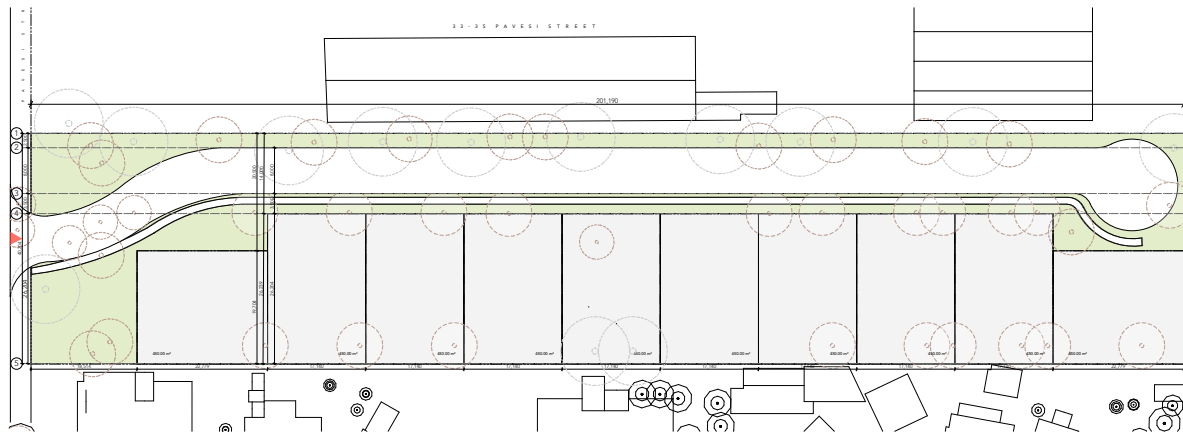


FIGURE 5: Site plan of proposed development. [Source: FORM architects February 2016].



FIGURE 6: Aerial view of proposed development with Pipeline shown running diagonally from centre top of image. [Source: FORM architects February 2016].

7.0 HERITAGE IMPACT ASSESSMENT

7.1 GENERAL HERITAGE IMPACTS

7.1.1 New development adjacent to a heritage item (including additional buildings and dual occupancies)

The reduced heritage curtilage, as established by the NSW Heritage Office and identified in Section 5.2 of this report, suggests that the pipelines to the north of the site have a limited association with the main Pipehead site.

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*

For the length of the pipeline traversing Smithfield and Guildford the common interface is the open space of properties containing detached dwellings or highland medium bay height industrial and warehouse developments.

The land occupied by the pipeline is inaccessible to the general public and forms a dominant visual element in the view of people observing it from either side of the corridor.

The item and the site of the proposed development coexist with 37-39 Pavese Street currently occupied by a medium height (in the order of 6m) warehouse building occupying approximately 25% of the site area with the area adjacent to the boundary shared with the item being occupied by parking and storage. There is currently no visual impact.

The proposed development consists of low-density housing, access ways and planting, primarily, located along the eastern boundary with a single 2-storey dwelling located in the order of 4m from the shared boundary. Within the corridor, adjacent to the shared boundary, the dominant visual element is the indigent planting of, mostly, opportunistic trees. The proposal includes further planting of trees on the development side of the boundary.

There will be minimal visibility of the proposed housing from within the corridor that is inaccessible to the public anyway.

- *Why is the new development required to be adjacent to a heritage item?*

The heritage item traverses the suburbs of Smithfield and Guildford with T-way, roadwork and other infrastructure, general residential and industrial development located either side and intersecting. The pipeline is an element that has become integral with the landscape of this section of the Cumberland Plains since its construction began in the 1926 and remains a highly significant visible element of infrastructure in its current iteration.

The item was developed to allow the development that now encompasses it could be developed as Sydney expanded. The item and development are integral to the urbanisation of Sydney.

- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*

The proposed development will not alter the context or views of the pipeline but becomes another element in the evolution of the setting that it exists in replacing one that has become redundant. The proposal represents the cultural fluctuations at the interface of residential and industrial land uses. The pipeline represents the common needs of both and are interdependent.

7.1.2 Subdivision

- *Could future development that results from this subdivision affect views to, and from, the heritage item? How are negative impacts to be minimised?*

The pipeline is barely visible from within the property and the dense planting within the pipeline corridor minimises any visual relationship between the item and the proposed development.

The proposed subdivision of the property would not have any material, aesthetic or other contextual impact on the setting of the pipeline. There would only be one (1) dwelling that would share a boundary with the pipeline.

8.0 CONCLUSION

The heritage impact of the planning proposal has been assessed using the NSW Heritage Office criteria for '*Statements of Heritage Impact*' and against the objectives and provisions in relation to Holroyd LEP 2013 and Holroyd DCP 2013. The proposal complies with these relevant statutory policy documents.

This report has determined that the impact on the heritage significance of the Sydney Water pipelines, with is part of Pipehead and its associated works, is minimal.

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