

HERITAGE IMPACT STATEMENT

for

ST LEONARDS SOUTH PLANNING PROPOSAL



with respect to 3, 5, and 7 Park Road

St Leonards

for

Lane Cove Council

3 September 2017

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Introduction

This Heritage Impact Statement was prepared in accordance with the conditions of the Gateway determination of the Greater Sydney Commission which requires *a study to assess the impacts of the proposal on local heritage houses located at 3, 5, and 7 Park Road.*

Gateway Determination

The Gateway Determination for PP 25 requires Council to prepare a Heritage Impact Study to assess the impact of the planning proposal on three heritage houses at 3, 5 and 7 Park Road in order to justify the inconsistency with s. 117 Direction 2.3 Heritage Conservation for those properties.

The report was prepared by Bruce Dawbin, of Dawbin Architects Pty Ltd, Architects and Heritage Consultants.

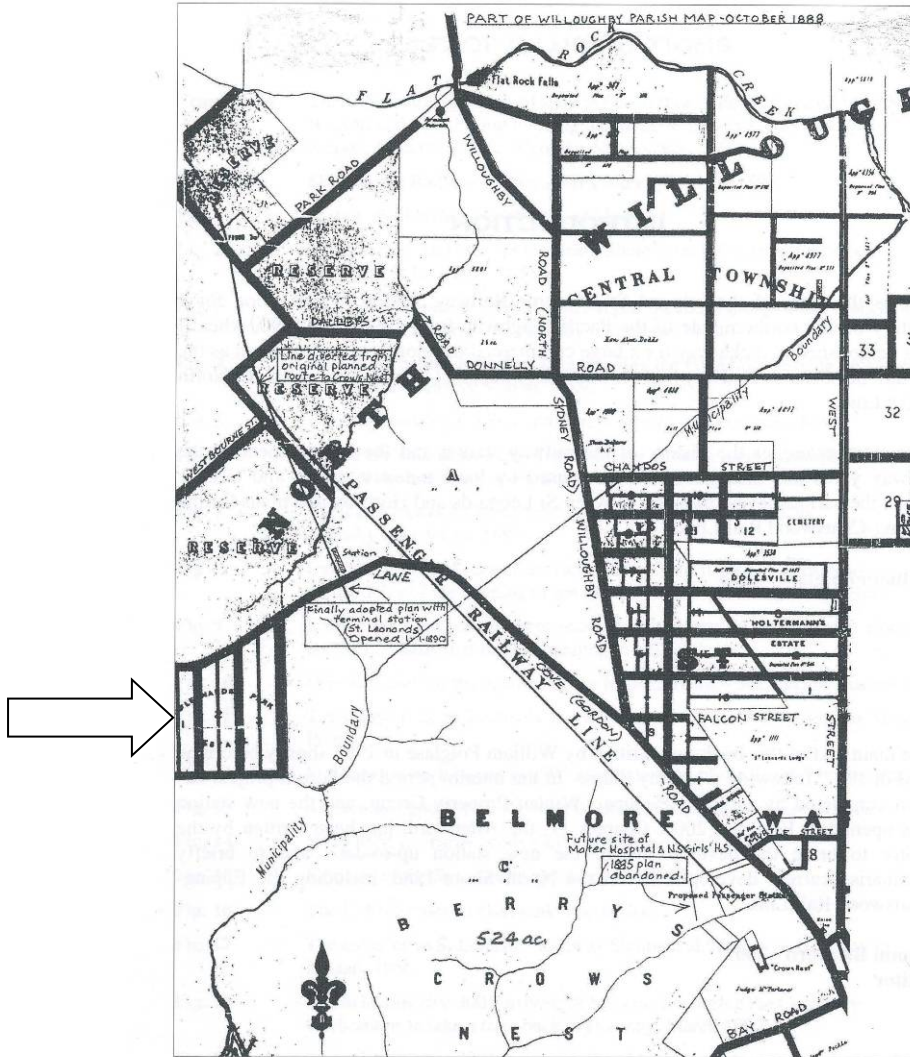
Acknowledgements

The assistance of Ms Naomi Bassford of the Local History Section of Lane Cove Library in preparing research material and property searches, is gratefully acknowledged.

Historical Notes

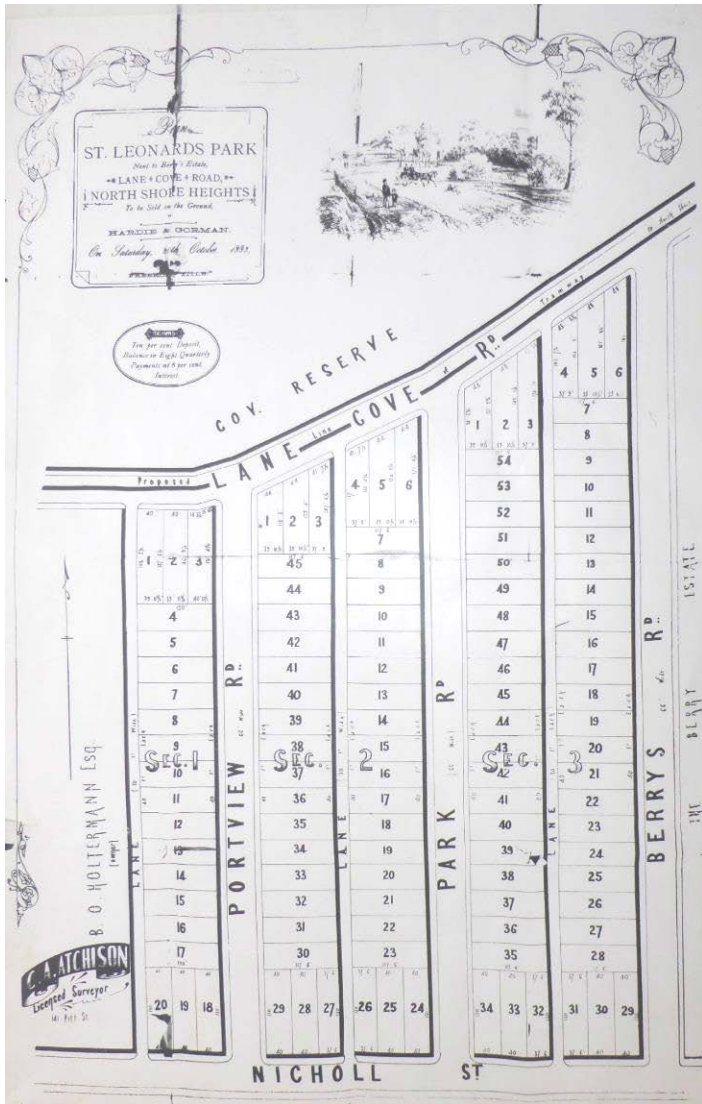
Nos 3, 5 and 7 Park Road were constructed in 1912 and were the first residences constructed in this area of the St Leonards Estate, which had been subdivided 29 years earlier.

The following historical maps and subdivision plans provide a background to the early development of the St Leonards Estate from 1883 until 1917.



Willoughby Parish Map 1888. The St Leonards Park Estate subdivision is indicated by the arrow, with the north boundary on Lane Cove Road (present day Pacific Highway). Note the location of the railway line in a straight line between St Leonards and Crows Nest. The railway followed a very different route when constructed in 1890.

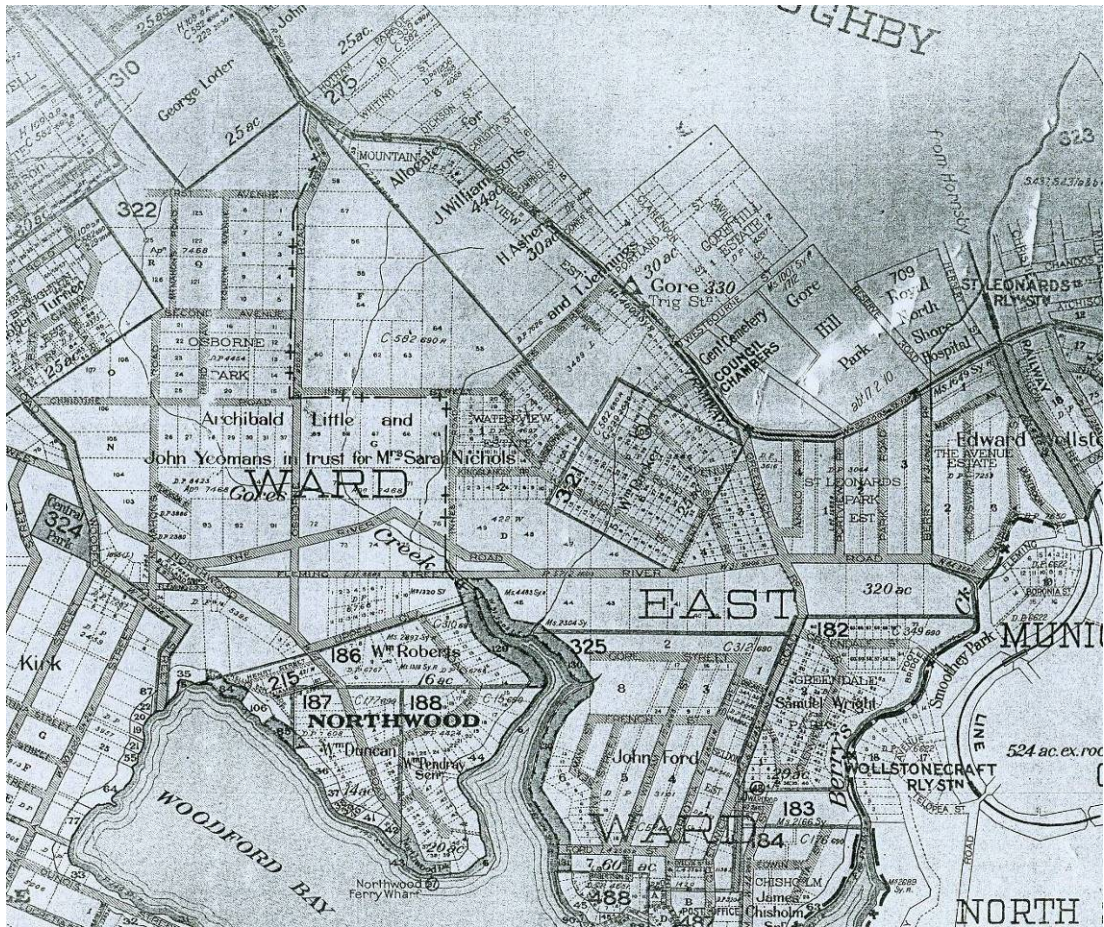
(Lane Cove Library)



(left)
Subdivision Plan of the St Leonards Park Estate prior to Auction, 20 October 1883. Park Road is close to the centre of this subdivision (Lane Cove Library)



(right)
Second auction attempt: Subdivision Plan of the St Leonards Park Estate prior to Auction, 7 March 1885 (Lane Cove Library)



Municipality of Lane Cove map 22 Feb 1917, indicating the former land holdings of Sarah Nicholls to the west of Edward Wollstonecraft's holdings, The Avenue Estates at Berry Road (Lane Cove Library)

History of St Leonards Park Estate

The subject site was originally a land grant to Isaac Nichols, a convict on the Third Fleet and successful businessman who rose to prominence as the first postmaster of NSW in 1809. The land was inherited by his daughter-in-law, Sarah Nichols who became the largest landholder in the Greenwich – Gore Hill Area. In 1888 the land in the vicinity of the original Lane Cove Road (later Pacific Highway) was purchased by the Anglo Australian Land Company and subdivided and became known as the St Leonards Park Estate. The Estate was bounded by Berry Road (east), Lane Cove Road (north) Greenwich Road (west) and Nicholl Street, later River Road (south). In 1890 the Estate comprised 119 villa sites. The present day road pattern was established in the 1890's but development was slow. Lane Cove Council was incorporated in 1895 from South Willoughby and the Council Chambers was established 1 kilometre north of Park Road in Lane Cove Road. The tram network was extended from Gore Hill to Longueville Road, Lane Cove in 1905 which greatly stimulated the urban development in the area. The construction of the North Shore Railway from St Leonards to Hornsby in 1890 and extension to Milsons Point in 1893 provided a rapid commuter link to the city. Real Estate

development in the Greenwich - Lane Cove area boomed in the 1920's spurred by proposals for a rail link from St Leonards to Epping and tram link between Lane Cove and Hunters Hill both of which never eventuated.

The surrounding area including the Pacific Highway in Gore Hill remained substantially residential until the early 1960's when commercial development spread along the Highway. The entire southern side of the Pacific Highway is now multi storey office development, in stark contrast to the low density detached housing south of the Highway in Anglo Road, Portman Avenue and Park Road.

History of the Buildings

Nos 3, 5, 7 and 9 Park Road were all constructed in 1911 -12 by the same builder, Richard Peters Blundell, probably as a speculative venture. Blundell lived in 6 Burlington Street, North Sydney when he purchased the unimproved land (Lots 8, 9, 10, and 11 Park Road) in 1908, and occupied no 9 Park Road after completion. Council Rate Books indicate the other properties were occupied initially by tenants. No 7 was jointly owned between 1907 to 1908 by Blundell and George W Cleveland whose listed occupation was a stonemason. The extensive and detailed stonework in the construction of the residence at No 7 is indicative of his involvement.

Blundell was still listed as owner of all four properties in the Rate Book of 1914, and continued for many years before resale. No 3 Park Road commenced construction in 1911 and was completed in 1912. It was named "Sandringham". The unimproved capital value of the vacant land was £100 and after completion, improved capital value was £1000. No 5 was named "Brighton", and 7 Park Road were listed with improved capital of £1,250 each which reflected their larger size.



Nos 3, 5, and 7 Park Road in 1987 (Photos: Lane Cove Council)

Description of the buildings

3 Park Road

Two storey brick single residence with slate roof. First floor is pebble dash rendered and the ground floor is red face brick, stretcher bond to the front and side elevations and commons to the rear. The building is rectangular in plan with a rear wing with hipped slate roof.

Decorative timber shingles line the gables. The two storey verandah to the front has joinery frieze details and simple timber balustrades, possibly not original. The exterior of the building appears to be original in its form, with the exception of the wrap around verandah and enclosure to the northern side.

Features include the stained glass bay window to the north and stained glass window to the front.

Extensive sandstone substructure and coping to the verandah are also prominent features.

The front fence is timber, reconstructed with authentic detailed joinery, appropriate to the period of the house.

A separate timber framed pitched roof carport is accessed from the rear lane.

5 Park Road

Two storey brick single residence with modern era pressed metal Decramastic tile profile roofing. The first floor is pebble dash render and the ground floor is face brick. The rear elevation is common bricks to the first floor with render to the ground floor.

The substantial sandstone substructure is prominent at the east (front) elevation, providing a third floor to this side of the building.

The form of the building is generally original, with alterations to window openings to the rear and side.

A large detached carport is located off the rear lane, and a swimming pool is located in the rear yard.

7 Park Road

The largest building in the group, 7 Park Road is a two storey residential building plus partial lower ground floor. The two upper floors are subdivided into four flats each, and the lower ground floor is additional accommodation and an office. The building is tuck pointed brickwork to all elevations. The front balcony is two storeys, with the ground floor partially enclosed and extensive alteration with concrete block imitation stone. The roof is slate in poor condition. A detached double garage contemporary with the house is located at the rear lane. It features a pitched roof with skillion slate roof. The building has a number of unusual features which enhance the significance of the building. These include an oriel dormer to the rear (west) plane of the roof, imposing portico with flight of stone steps to the front entry at the north elevation, and detailed joinery details to the roof and windows. Two large arched brick openings are prominent at the lower ground floor of the east elevation but are unlikely to be original and appear out of scale with the residence. A large timber lych gate marks the street entry opening in the stone front boundary wall.

Assessment of Significance

General Approach to Assessment

The general approach applied to the assessment of cultural heritage significance¹ relies on an understanding of:

- the fabric as evidence
- the associations of the place, and
- the physical qualities and relationships.

This study used the NSW Heritage Assessment Criteria² to evaluate the nature and degree of significance of the three residences at 3, 5, and 7 Park Road. The nature of cultural significance is assessed under Burra Charter³ themes including *historic, associative, aesthetic, technical/scientific and social significance*.

The *degree* of significance takes into account the **rarity** or **representative** nature of the item.

An assessment of significance relies on an understanding of:

- the fabric as evidence
- the associations of the place, and
- the physical qualities and relationships.

Assessment of significance

The condition of fabric, intactness of original form and structural integrity are major factors to take into account in the assessment of heritage values. As a group they have some consistencies in their form and details as they were built together by the same builder, but are very different aesthetically. The original form and finishes of each building are intact to varying degrees and are representative of the Edwardian pre-World War 1 period.

Each building exhibits characteristics of the Federation Arts and Crafts style which was fashionable during the Victorian/ Federation / Edwardian period most prominently between 1890 and 1915.

Characteristics⁴ of the Federation Arts and Crafts style which exist to varying extents at 3, 7, and 9 Park Road include:

- Gabled and hipped roof form and prominent roof form (No 3, 5 and 7)
- Fibro and timber shingles to gables (No 3, 5, and 7)
- Upper gable infill (shingles to No 3 and 5)

¹ *The Conservation Plan (2000)* by James Semple Kerr

² *NSW Heritage Manual*, (NSW Heritage Division)

³ *The Burra Charter* The Australia ICOMOS Charter for Places of Cultural Significance 2013

⁴ Reference: Apperly, Irving and Reynolds *Pictorial guide to Identifying Australian Architecture*

- Extensive use of natural materials such as sandstone to base and stairs, exposed rafters (3, 5, and 7)
- Slate and tile roofs (slate 3 and 7, tile 5)
- Red face brickwork and tuck pointing (3, 5, 7 face brickwork, No 7 tuck pointing)
- Wide eaves and eaves brackets (No 7)
- Rough cast pebble render (No 3, 5 and 7)
- Bay windows (No 3)
- Art Nouveau details such as elliptical dormer (to rear of No 7)
- Prominent brick and rough cast chimneys and terra cotta chimney pots (No 3 and 5)
- Terra cotta finials and cresting (No 3, 5, and 7)
- Internal joinery details and screens (No 3)

As a group they contribute significantly to the streetscape which is enhanced and unified by the sandstone front boundary wall to the street and the mature street trees.

The heritage significance of the three buildings as a group has been assessed under each of the Assessment Criteria above, as follows:

• **Historical significance**

The residences have historical significance as evidence of pre-First World War suburban consolidation arising from expansion of the tram and railway networks.

In terms of historical associations, none of the buildings were occupied by a person of renown nor has it been the site of any recorded important event in the historical development of St Leonards. They were however constructed at the same period by the same builder, Richard Blundell.

• **Aesthetic significance**

The buildings are well designed and constructed large scale residences constructed 1911- 13) which are characteristic of the Arts and Crafts movement, fashionable during the Federation / Edwardian period. As an intact group they continue to contribute to the character of the streetscape. They are more significant and coherent as a group than as individual residences due to the fact they were built together by the same builder. They complement each other and other residences of a similar period in the vicinity. The original form and finishes of the buildings remain legible in spite of insensitive alterations.

• **Scientific significance**

There is no evidence of any innovative construction systems, use of materials or creative or technical achievement in the fabric of the building.

- **Social significance**

There is no known strong or special association with a particular community of cultural group.

- **Representativeness**

The buildings are representative as a group of intact Federation Arts and Crafts residences.

- **Rarity**

The buildings are not rare as individual Federation Arts and Crafts residences but an intact group of substantial residences of this period is unusual in Lane Cove.

Statement of Significance for 3, 5 and 7 Park Road as a group

No 3, 5 and 7 Park Road have aesthetic significance as for their contribution to the traditional character of the streetscape. All three buildings have moderate aesthetic significance for a number of individual design or architectural features of distinctive or exceptional quality, and as representative examples of the Federation Arts and Crafts style.

The residences have historical significance as evidence of pre-First World War suburban consolidation arising from expansion of the tram and railway networks.

The houses are complementary with the setting of Park Road, including contemporary single storey cottages on the eastern side of Park Road. Nos 3, 5, and 7 Park Road are the largest and most important heritage elements in the streetscape and the most intact buildings remaining of the 1909 – 1914 era of original housing development in Park Road. Other buildings in the vicinity contemporary to the three residences remain, including a single storey later interwar bungalow at 1 Park Road and the two storey residence at no 9, by the same builder as no 3-7. Both buildings have lost integrity through later alterations, but are important in maintaining the significance and streetscape context of Nos 3, 5 and 7 Park Road.

The three buildings are unlikely to have associative or historical significance for origins as the work of an eminent architect or occupation by well known identity, except for their construction by the same builder and local resident, Richard Blundell.

Statement of Significance for 3 Park Road ' Sandringham'

No 3 Park Road is the most intact of the three Federation Arts and Crafts residences. It retains its original slate roof and external finishes, with minimal alteration to external fabric except for partial enclosure of a rear verandah and reconstruction of the front balcony which contribute to its aesthetic significance and contribution to the streetscape. It has a high degree of integrity and retains many fine details such as external and internal joinery, stained glass windows, chimneys and two storey balcony. The red face brickwork and pebble dash render remain in good condition.

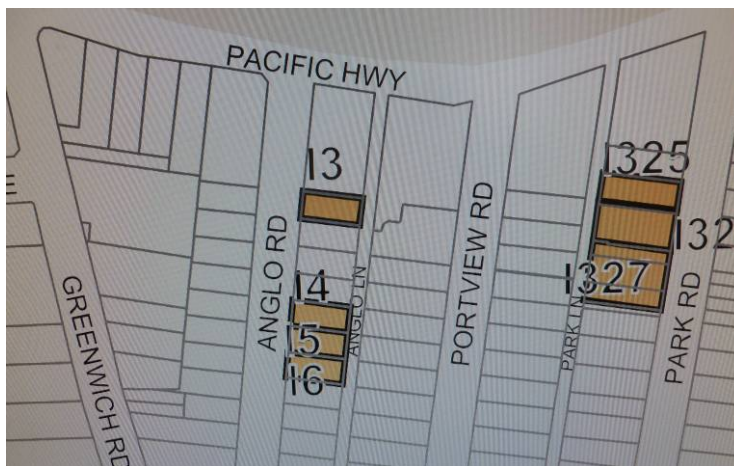
Statement of Significance for 5 Park Road, 'Brighton'

No 5 Park Road is an imposing Federation Arts and Crafts residence but the quality of its original design has been impacted by alterations to external fabric. The front verandah has been enclosed and windows altered. Render, fibro panelling and altered gable detract from the integrity of original fabric. The aesthetic significance of the building and its contribution to the streetscape remain high. The sandstone flight of steps to the front door is an intact and important feature.

Statement of Significance for 7 Park Road, 'St Leonards Mansions'

No 7 Park Road is also an imposing Federation Arts and Crafts residence, with a high level of aesthetic significance. The building has been subdivided into flats which has not detracted from its heritage values. Other alterations however, such as extensive concrete block walls imitating stone at the east (front) and south sides, detract from the integrity of original fabric. Other details such as a balcony to the south side, multiple alterations to window openings and alterations to the basement have also compromised the integrity of the original fabric. Extensive stonework to the basement and ground floor level and detailed joinery to the roof and entry portico are intact and prominent features.

Existing Listings and Controls



Extract from the Map of Schedule 5 in the LEP of listed heritage items indicating the subject sites (1325, 1326 and 1327) and other heritage items in the vicinity, in Anglo Road.

Lane Cove Local Environmental Plan 2009

No 3, 5, and 7 Park Road are listed as heritage items of Local Significance in Schedule 5 of the LEP, *Environmental Heritage*.

Controls for Heritage Items, development in the vicinity of Heritage Items, and Heritage Conservation Areas are outlined in Part 5.10 of the LEP, *Heritage Conservation*.

Lane Cove Council has established controls with the objective of ensuring that new development does not adversely affect the heritage significance of heritage items or conservation areas and their settings, including streetscapes and landscapes. Council must consider the extent to which the proposed

development located within a conservation area would affect the heritage significance of the conservation area.

The LEP outlines policies and guidelines for compatible and appropriate development affecting heritage items or conservation areas and which is located in the vicinity of heritage items to minimize adverse impacts on identified heritage items. Council shall not grant consent to a development application unless it has taken into consideration the extent to which the carrying out of the proposed development would affect the heritage significance of the item and any stylistic or horticultural features of the setting.

The Proposal

The planning proposal for St Leonards South applies to the precinct south of the Pacific Highway bounded by Marshall Avenue to the north, Canberra Avenue to the east, River Road to the south and Park Road to the west. The proposal provides for new high rise residential development together with community multi-purpose facilities and open space provisions. A floor space ratio of 2.75:1 is provided equitably across the precinct with height of buildings ranging from four to nineteen storeys, with a transitional built form and scale in terms of increasing height from the west (Park Road) to the east (Canberra Avenue).

Heritage Impact of the Proposal

Impact of the Development on Heritage Items

The proposed built form of the new precinct has potential for impact on the heritage items at 3, 5 and 7 Park Road as follows:

- The proposed development to the east side of Park Road is opposite the heritage items at 3, 5 and 7 Park Road. The development will be introducing a new scale and height in excess of anything in the vicinity including the commercial development on the Pacific Highway to the north of the Precinct. The scale of development proposed has potential to impact on the heritage buildings and the character of the streetscape.

The concept of transitional height and density of development is outlined in the 2015 Master Plan⁵, providing for the lowest rise buildings in the development (four, six and eight storey buildings) at the west and south areas of the precinct close to the interface with existing low rise residential development which includes the subject heritage items, 3, 5, and 7 Park Road. Transitional development is supported by this study, however issues such as the location, height and massing of detailed elements should be reviewed to minimise potential impacts on heritage items and maintain the urban quality of the streetscape particularly evident in Canberra Avenue, Park Road and the parkland in Newland Park.

⁵ *St Leonards South Strategy Master Plan 2015*

Measures Adopted By the Proposal to Mitigate Heritage Impact

A number of issues have been identified by this study which have potential to impact on the heritage significance of the heritage items in Park Road and their immediate curtilage. The Planning Proposal has incorporated the following measures to control future development in the Precinct in order to mitigate impact on the heritage items and facilitate the transition of scale and massing of the development from high rise at the east near the railway, progressively reducing in height towards the western side adjacent to Park Road.

It is recommended that these measures should be implemented as development control provisions in the proposed Development Control Plan for the St Leonards South Precinct. With respect to each of the above issues, the development control provisions are outlined as follows (in italics):

Height of the proposed development:

The height of the development in Park Road should have a maximum height of eight storeys, with four storeys at the western boundary in the vicinity of the heritage items, rising to six and eight storeys towards the east.

Setback from the street alignment

The building in the new development opposite the heritage items is set back 10m from Park Road and 6m from the park, and further stepping back with increasing height, thereby mitigating potential impacts on the significance of the curtilage to the heritage buildings. Any impacts are further mitigated by the cross slope of the site away from the heritage buildings, enhanced by the width of the road and the street trees, and maintains significant view lines to the south east.

Emphasise the transition from low rise in the west to high rise in the east and facilitate a positive interface between commercial and residential development

The proposal allows for transition in height for Blocks 21 and 22 facing Park Road. The first 2 storeys have a 10m front setback, then 3 storeys with 13m setback (ie + 3m) the 3 storeys above have a 16m setback (ie + 3m).

Relationship of the public open space with the heritage items

The open space corridor corresponds closely and logically with the three heritage buildings in Park Road and effectively mitigates impact on the significant curtilage to the heritage items.

A section of the west facade of proposed Block 21 building (4-8 storeys high) will be located opposite the heritage items.

(1) No. 3 Park Road will be opposite the proposed Block 21 building;

(2) The northern wall of No. 5 aligns with the southern wall of the Block 21 west building which has a 6m side setback;

(3) No. 7 is opposite the proposed park;

It is therefore concluded that the proposed development will not unreasonably impact on the heritage items as two of the three items are not affected and No. 3 will retain views of the park and the surrounding area.

Provide measures for protection of the street trees in Park Road, in particular the avenue of melaleucas to both sides of the street.

The melaleucas on the western side of Park Road are outside the site and will not be affected.

Council's Landscape Architect has indicated that the melaleucas on the eastern side of Park Road cannot be retained due to past damage caused by pruning and will not re-grow in an aesthetically pleasing manner. It is recommended that these trees be removed and new trees of similar species should be planted.

Protection of significant streetscape elements such as sandstone walls and natural rock outcrops

The sandstone wall on the street frontage, continuous between No 1 and No 9 Park Road is protected as it is included in the listing of the three existing heritage items.

Other potential sites will be identified by Stage 2 of this Study. In particular, the 'streetscape photographic streetscape study' should record sandstone walls with a view to determining heritage values. Longer wall sections will be favoured for retention and individual walls will be assessed on a case by case basis.

The streetscape study should be expanded to include an external photographic recording of items with some level of heritage values, contained within the St Leonards South precinct. This will be specifically a recording exercise for archival and research purposes only, as all buildings and structures within the precinct are scheduled for demolition.

Conclusion

The guiding principles for the Planning Proposal for St Leonards South Precinct as outlined in the Master Plan include a number of provisions to minimise potential impacts of future development on the Park Road heritage items, and the urban and parkland quality in the vicinity. This is achieved by strategic placement of open space circulation corridors, stepping back of facades in the vicinity of Park Road, and the transition of maximum building height from low rise to high rise between the western and southern areas and the existing high rise at St Leonards Railway Station. The development should be complementary with the recent Duntroon Avenue residential precinct.

This report has outlined planning provisions to which have been adopted by the Proposal to minimize impact to an acceptable level with respect to the heritage items at 3, 5 and 7 Park Road, and the streetscape of mature trees in Park Road. The location of open space corridors have responded to existing view lines and potential impact on the significant curtilage of the three heritage items. Building controls have been proposed for inclusion in a future DCP for the St Leonards South precinct to improve the urban design quality of future development.

This Heritage Impact Statement was prepared by
Bruce Dawbin M. ICOMOS
of Dawbin Architects Pty Ltd, accredited Heritage Consultants,
NSW Registered Architect No 3723

Photographs of the Site

3 Park Road "Sandringham"



Elevation to road



View from 1 Park Road



Stone wall and replica fence



Carport to rear lane



Rear yard

5 Park Road "Brighton"



Elevation to street



South elevation



Carport to rear lane

7 Park Road "St Leonards Mansions"



Extensive concrete block walls to facade



Lych gate and stone wall



Street frontage, east elevation



Entry porch



South elevation



Slate roofed garage, rear of No 7

Adjacent buildings in Park Road



1920's bungalow, 1 Park Road adjacent to 3 Park Road



1 Park Road at rear of commercial buildings on Pacific Highway



West side of Park Road to the rear of Pacific Highway commercial development



No 1 (right) and No 3 (heritage item)



9 Park Road, contemporary with 3- 7 Park Road

Existing residential development, east side of Park Road opposite heritage items



East side of Park Road, to the rear of Pacific Highway commercial development



Street trees in Park Road



2 - 10 Park Road, opposite heritage items



10 - 16 Park Road



12, 14 and 16 Park Road



16 Park Road

Canberra Avenue and Newlands Park



Newlands Park



1920's bungalow housing in Canberra Avenue



Stone wall, Canberra Avenue



1920's housing in Canberra Avenue

APPENDIX 1
Draft Heritage Provisions recommended for St Leonards South
DCP

Objectives

The following Draft Heritage Provisions for the St Leonards South Precinct are proposed as the basis for planning and building controls for the new development. The draft provisions should be reviewed as part of Stage 2 of this study, following the completion of an urban character study and photographic recording of the existing built and natural fabric of the precinct.

Architectural character

- Retain and conserve significant streetscape elements including street trees and sandstone walls.
- Modern architectural design of high standard is promoted, providing it enhances the urban design quality of the precinct to ensure a vigorous articulation of the built elements.
- Provide for a complementary transition at the interface of the existing commercial development along the Highway, and the new residential development to the south.

Streetscape Conservation

- Retaining walls or other construction should visually contribute to the natural landform, such as live rock outcrops, significant landscape elements, and existing designated parklands.

Public Domain

- Existing public open space, reserves and parklands should be enhanced by open space corridors and landscaping in the new precinct.