

Shaftesbury East Heritage Study



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Executive Summary

This report is a study of the heritage values of the Shaftesbury East area, Burwood (see Figure 1), and is based upon documentary research (Section 2) and study of the physical place itself (Section 3).

The heritage importance of the Shaftesbury East study area is discussed in Sections 4 and 5. The summary statement of significance formulated for the area is as follows:

The Shaftesbury East study area is of some local significance as a representative example of common Australian suburb showing the range of housing characteristic of the late 19th century to the present, incrementally developed from the early suburban subdivision of the Burwood area.

The study concludes that the area is not of sufficient heritage significance to warrant designation as a Heritage Conservation Area.

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1 Introduction and Background

1.1 Introduction

This heritage study of the area lying to the east of Shaftesbury Road, Burwood, was commissioned by Burwood Municipal Council by their brief of January 2006. The brief seeks to evaluate the heritage significance and potential for creating a Heritage Conservation Area applicable to the study area. Burwood Council has previously designated 21 Heritage Conservation Areas, a number of which are situated immediately adjacent the present study area. Council's adopted *Vision Document* proposes the consolidation of conservation areas. It recommends the investigation of significance of the 'gap' areas between identified Heritage Conservation Areas, such as the present study area. The objectives of the present study are as follows:

- Assess the study area as a whole and develop a Statement of Significance for it within the context of the Burwood local government area
- Identify items which are worthy of individual heritage listing
- Create inventory sheets to detail the architectural contribution to the area of each house in the study area, and more detailed inventory sheets for all items proposed for individual listing
- Make a recommendation as to the designation of a Heritage Conservation Area for the study area

The study area is bounded by Shaftesbury Road, Paisley Street, Wallace Street, and Fitzroy Street, Burwood (see Figure 1).

This report was prepared by Hector Abrahams, Ian Stutchbury, and Meg Quinlisk, with assistance from Alison Henning and Mark Shibata, all of Clive Lucas Stapleton & Partners. The authors wish to gratefully acknowledge the assistance of Kasia Malicka, Burwood Council's Multicultural Services Librarian (who aided in accessing Burwood Council Library's local studies collection), Susan McDonald of the Burwood & District Historical Society, Simon Bromage of the Burwood Residents Action Group, local resident Jon Breen, and the residents of the study area who provided anecdotal information during site visits. The authors acknowledge the assistance of Charles Ranieri and Sarah Balfe, both of Burwood Council, who reviewed this document in the draft stages.

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1.2 Methodology

The methodology of this report follows the general guidelines for heritage assessments as outlined in the *Australia ICOMOS Charter for Places of Cultural Significance (The Burra Charter)*, and the NSW Heritage Office and PlanningNSW's publication *Heritage Manual*. The work was carried out in the following stages and included the following tasks:

Collection of documentary and physical evidence:

- review of previous heritage reports on the area
- review of secondary historical sources for information about the evolution and history of the place
- review of existing heritage listings in the study area and surrounds
- physical survey in order to identify the age, intactness, and streetscape contribution of individual properties
- analysis of views and streetscapes
- grouping of individual properties into stylistic/chronological categories in order to enable cross-referencing of similar properties across the study area
- photograph each property in the study area

Analysis of Evidence, Statement of Significance, Recommendations:

- comparison of the attributes of the study area with other local Heritage Conservation Areas including the National Trust Burwood Urban Conservation Area
- consideration of the contribution or detractor of individual properties to the overall aesthetic streetscape character of the area
- identification of the heritage significance of the study area
- a definitive Statement of Significance in accordance with NSW Heritage Office publication *Assessing Heritage Significance* for the study area as a whole
- identification of items which may be of such significance to warrant individual heritage listing
- consideration of the current planning mechanisms affecting the area

The study area was surveyed by Ian Stutchbury on multiple occasions in February and March 2006, and again by Hector Abrahams in September 2006.

Base plans were supplied by Burwood Council. The plans used in this report are not to scale.

Photographs of each property in the study area were taken by Alison Henning.

Detailed inventory sheets for each property were prepared in accordance with the brief. These are included in the Appendix, organised in alphabetical order by street, then in numerical order by house number.

1.3 Sources consulted

The following sources were consulted in preparing this report:

- Burwood Council Library Local Studies Collection, selected rate books, plans, indexes, street name information
- Sydney Water Plan Room, survey plans 1890s - 1920s
- State Library of NSW, subdivision plans and maps, Sands Directory
- NSW Land Titles Office, Deposited Plans and selected Certificates of Title
- Anecdotal information collected from local residents during surveys

Other written sources include:

- Architectural Projects Pty Ltd, February 2004, *Heritage Study for Camerated Concrete Houses, Croydon*, prepared for Burwood Municipal Council.
- Burwood Municipal Council, 1989, *Burwood Heritage Study*, Burwood: Burwood Heritage Committee.
- Burwood Planning Scheme Ordinance (BPSO) 1979, as amended
- Development Control Plan No. 5 for the Malvern Hill Conservation Area
- Dunlop, Eric, 1974, *Harvest of the Years: the story of Burwood 1794-1974* Burwood: Burwood Municipal Council
- Fox & Associates, 1989, *Burwood Heritage Study*, for Burwood Municipal Council
- Kemp & Johnson, January 2001, *52a Fitzroy Street, Burwood. Statement of Heritage Impact Relating to Proposed Rear Addition*.
- National Trust of Australia (NSW Branch), Listing Card for the Burwood Urban Conservation Area
- Stapleton, Ian, Stapleton, Maisy, 2003, *Australian House Styles*, Mullumbimby: The Flannel Flower Press Pty Ltd.

1.4 Limitations

This report addresses only the European cultural significance of the place. This report does not address indigenous heritage significance, which can take the form of archaeology of indigenous pre-history, post-contact history, and/or present-day associations or spiritual attachments.

Properties were inspected from the public domain only. No properties were inspected internally, in accordance with the brief for the project from Burwood Council. In some cases, only limited views of properties were available from the public domain, and this is reflected in the relevant inventory sheets. In particular, 10 Wyalong Street was obscured from view entirely by vegetation.



Figure 1: Shaftesbury East Study Area
(Source: Burwood Council)

2 Historical Context

The following historical background is organised under headings which relate historical themes to historical periods of development as identified for the Burwood local government area in the 1989 Burwood Heritage Study by Fox & Associates. For further historical information on the history of individual properties, see the Inventory Sheets.

A further discussion of these historical themes, as applied to the present study area, is given in Section 3.

2.1 History of the Shaftesbury East study area

Theme: “Land Grants, Rural Estates and Roadways to Inland Settlements: 1794-1854”

The land in the Shaftesbury East study area is part of the 400 acre grant to Thomas Rowley made in 1803. Rowley’s heirs began to subdivide their shares in the estate from the 1830s, at which time many of the streets between Parramatta Road and Liverpool Road were laid out.¹ However, little settlement occurred in the area until the promise of the Sydney-Parramatta Railway, with Burwood as one of four stations along the route, spurred the subdivision of the Cheltenham Estate in 1854 (Figure 2). Auction notices highlighted the easy and rapid transport to the city as well as the “luxury of a country life” afforded by purchasing in the area.² Most of the streets in the study area were laid out as part of the Cheltenham Estate.

Theme: “The Sydney to Parramatta Railway and the Country Villa – A Period of Transition: 1855-1873”

Many purchasers bought multiple allotments in the Cheltenham Estate, ensuring that the area remained a fashionable, relatively sparsely settled district for much of the nineteenth century. One such purchaser was A[ndrew?] Fairfax, whose holdings by 1868 amounted to nearly all of the present study area, with the exception of two sections (Figure 3). Andrew Fairfax is listed in the Sands Directory of 1877 as a resident of George Street, East Burwood, so it is unlikely that he lived in the study area.

Theme: “Municipal Government, Gentlemen’s Villas and Model Suburbs: 1874-1918”

In 1880, JB Howells created the Clifton Estate subdivision of Sections 1, 2, and 3 of the Cheltenham Estate, including some of the land previously owned by Fairfax (Figure 4). Four years later, land owned by the Metropolitan Mutual Permanent Building and Investment Association was subdivided for sale (Figure 6). This subdivision includes the group of houses at 2-8 Brooklyn Street, which are roughly contemporary with the subdivision and may have been constructed speculatively by the Building Association.

While the population in Burwood increased by 98% between 1874 and 1881, in the decade 1880-1890, the population of the area increased by 152%.³ The concurrent intensification of subdivision in the study area is a reflection of this social shift in Burwood, from being the domain of the gentleman’s classes, to becoming increasingly open to middle and working class suburban housing, characterised

¹ Dunlop, p. 26.

² Quoted in Dunlop, p. 37.

³ Fox & Associates, p. 38.

by smaller allotments. (See Figure 7 for an indication of the number of houses in the study area by 1890.)

Theme: “After the Great War – Suburban Consolidation: 1919-1986”

Increasingly, the larger houses in the municipality were converted to self-contained flats, leading Burwood Council in the late 1920s to prohibit the “use of any building for residential flats” in the residential streets.⁴ At the same time, the release of land in the Cintra Estate between 1911 and 1920 created additional suburban allotments along Fitzroy Street.⁵

By 1927, the great majority of building allotments were taken up within the study area (Figure 8), with the exception of Paisley Road, where resumptions by the Commissioner for Railways prevented development until the 1940s. Although limited resubdivision took place within the study area, most infill development in the twentieth century made use of smaller allotments carved out from the larger 1870s Victorian allotments. As such, the study area can be seen to be a collection of subdivisions dating to many of the major phases of suburban growth in Burwood.



Figure 2: Detail from the Cheltenham Estate subdivision plan, 1854. The study area is shown at centre.
(Source: Mitchell Library ZM2 811.1834/1854/2)

⁴ Fox & Associates, p. 41.

⁵ Architectural Projects, p. 2.

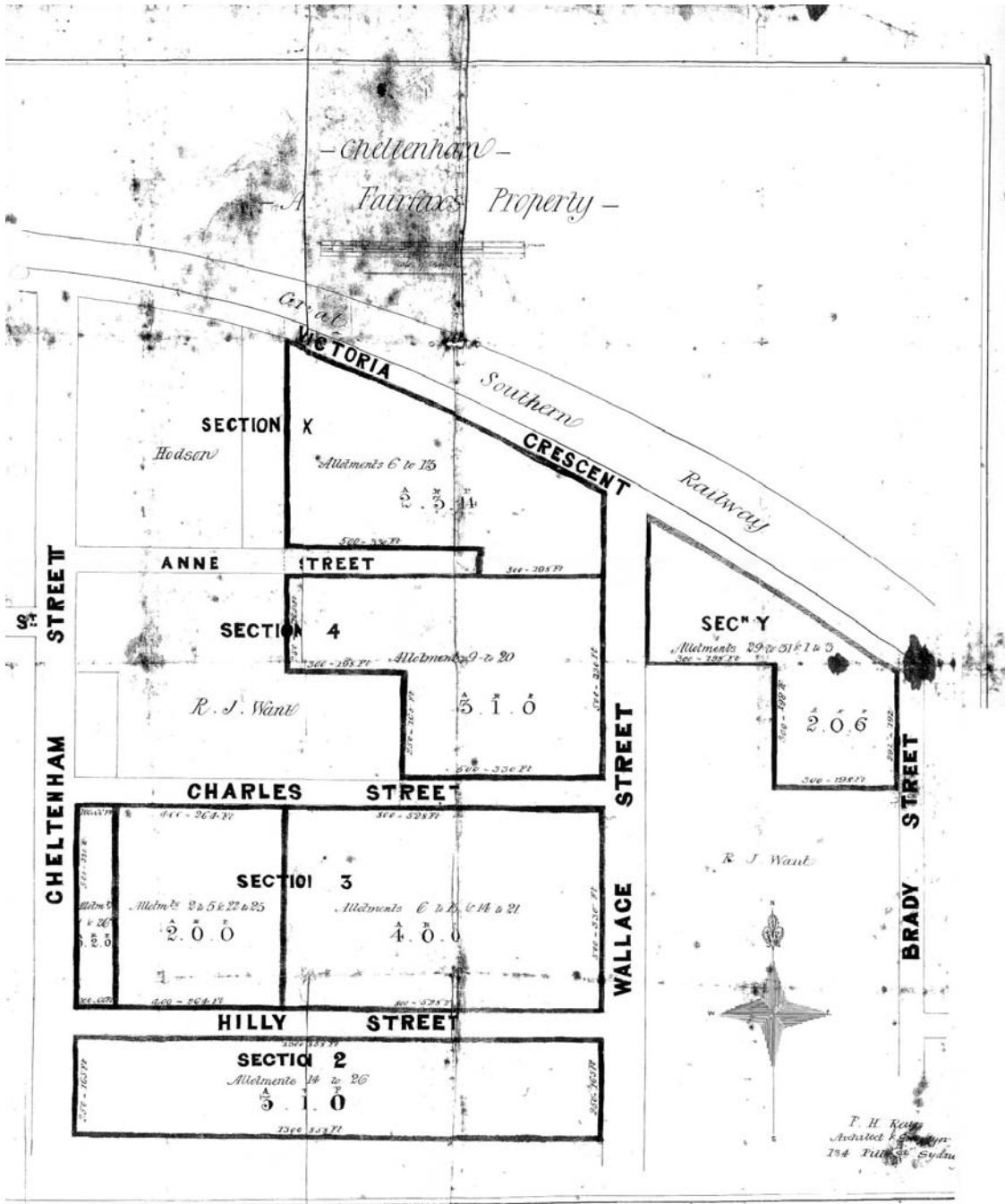


Figure 3: A. Fairfax's property, Cheltenham, 1868. (Source: Burwood Library Local Studies Collection)

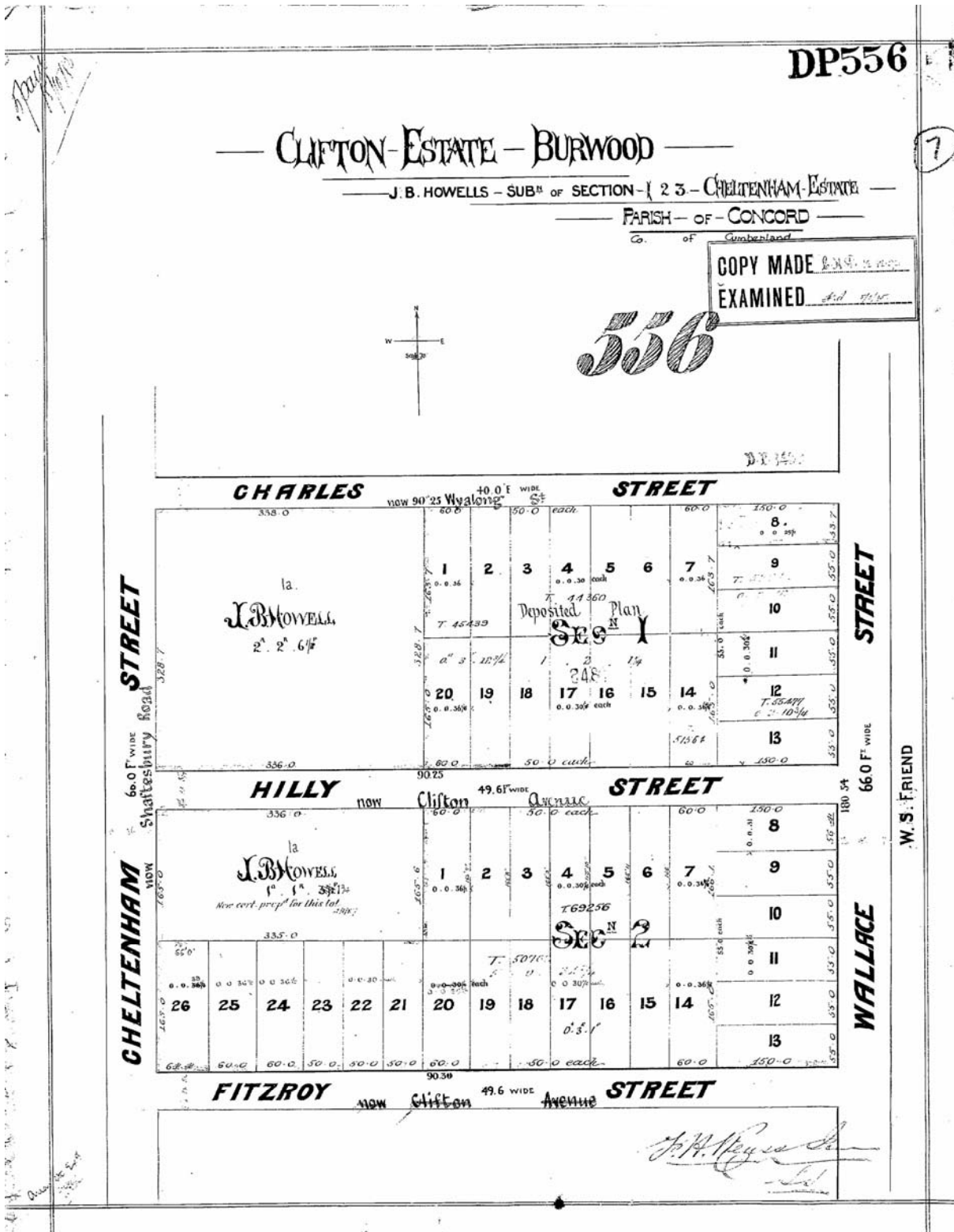


Figure 4: Subdivision plan showing the Clifton Estate, 1880. (Source: DP556, NSW Department of Lands)

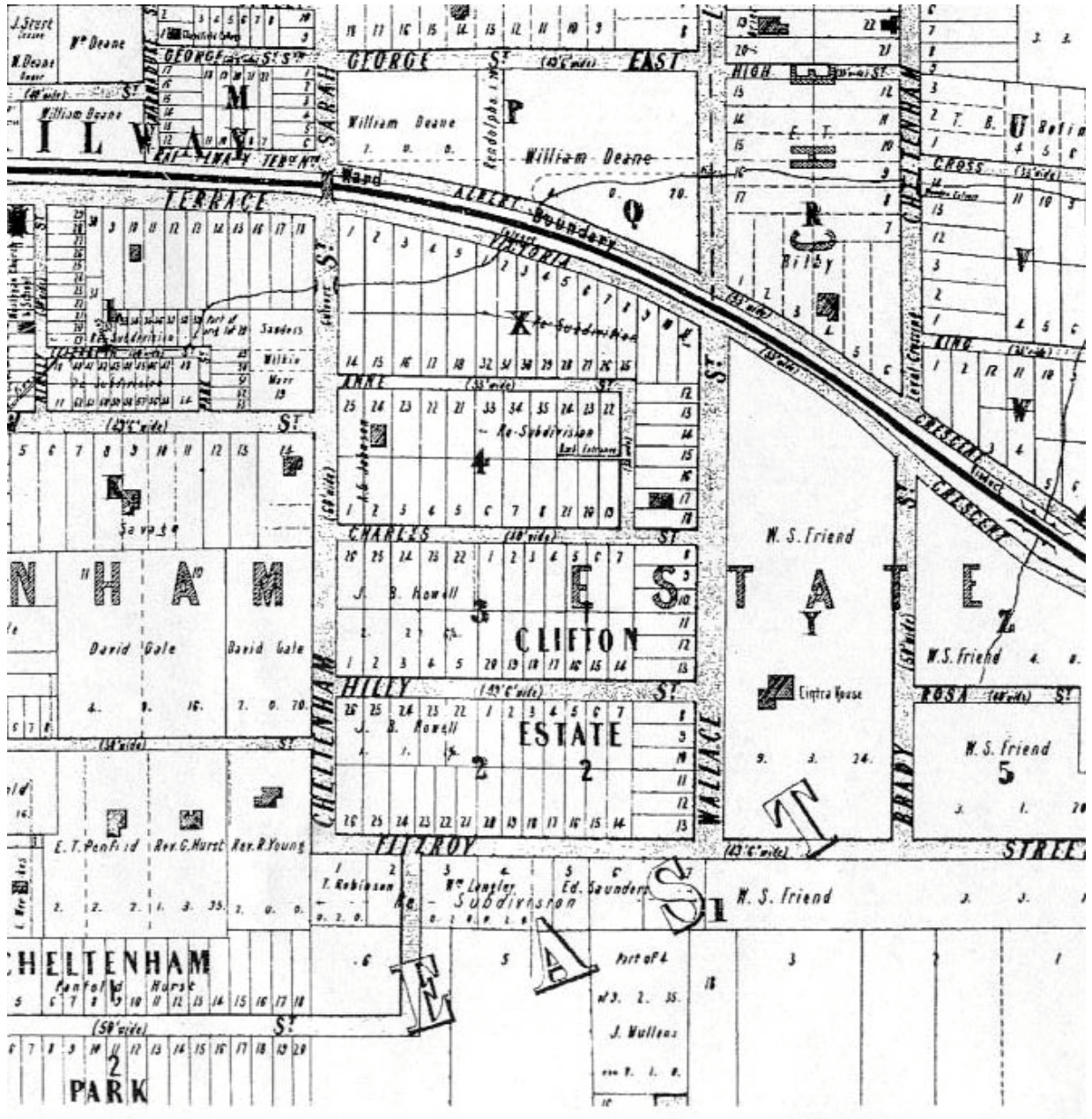


Figure 5: 1884 plan showing the Municipality of Burwood, subdivisions, estates, public reserves, etc.
(Source: Mitchell Library ZM3 811.1834/1884/1)

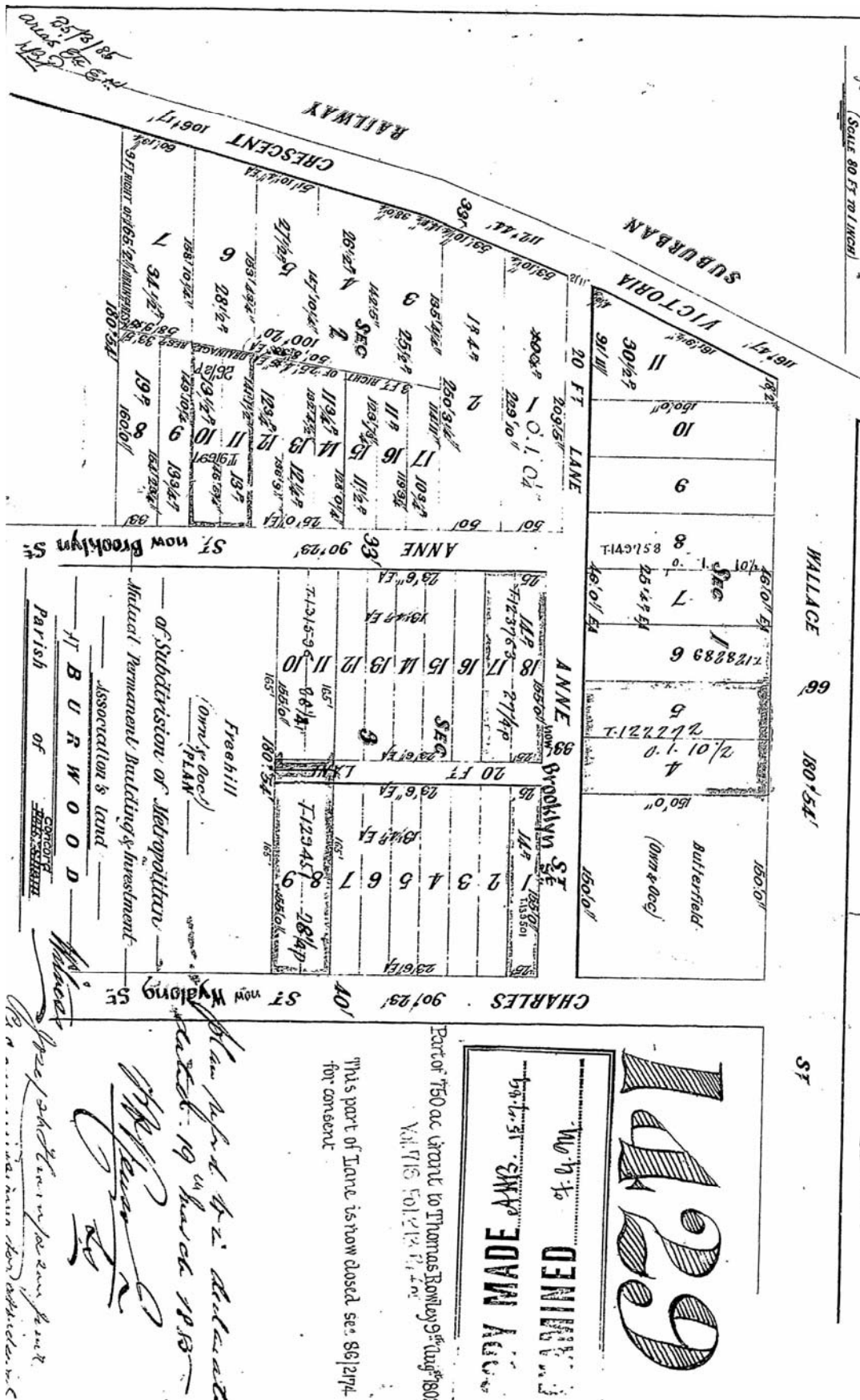


Figure 6: Subdivision plan, 1885 (Source: DP1429, NSW Department of Lands)

2.2 Evolution and Development of the Study Area

The historic plans reproduced in Figures 2 to 6 show the evolving pattern of subdivision in the Shaftesbury East study area between 1854 and 1885.

As discussed above, the Cheltenham Estate was laid out in 1854 (see Figure 2) as a result of the impending opening of the Sydney-Parramatta Railway in 1855. Generally, the allotments were uniformly laid out on a typical Victorian gridded street pattern. The majority of the streets in the study area were planned as part of the Cheltenham Estate subdivision. The principal street is Shaftesbury Road, originally known as Cheltenham Street, the main north-south axis connecting the larger, rural allotments to the south of Burwood with the railway line and the more intensive development surrounding the railway station.

Also laid out in the 1854 subdivision were Brooklyn Street (known as Anne Street), Wyalong Street (formerly known as Charles Street), Clifton Avenue (formerly Hilly Street), and Fitzroy Street. Apart from subsequent changes to street names, no major alteration to the street pattern in the study area took place until 1884, when Charles Street was created to the east of Wallace Street. The streets are short, narrow near the railway (e.g., Brooklyn Street) and wider to the south (e.g., Clifton Avenue), which is more elevated.

Within the study area, the allotments as laid out in 1854 were not developed as individual properties. Instead, landholders purchased multiple adjoining allotments and created parcels measuring up to 4 acres. An 1868 plan of the study area (except the land south of Fitzroy Street) showing property belonging to A. Fairfax (see Figure 3) shows that only two other individuals owned land in the study area, R.J. Want (who also owned a substantial amount of land to the east of Wallace Street), and one Hudson.

JB Howell purchased Sections 2 and 3 of Fairfax's property about 1870, and in 1880 he offered allotments for sale in a newly-laid out Clifton Estate. Although Howell's Clifton Estate Subdivision retained the alignments of Charles ("now Wyalong St"), Hilly ("now Clifton Avenue"), Cheltenham ("now Shaftesbury Road"), Fitzroy, and Wallace Streets, he did not simply re-use the allotment boundaries set out in the 1854 Cheltenham Estate subdivision. Rather, new allotments fronting Wallace Street were created, and regular allotments fronting the east-west running streets were re-drawn with a smaller width. Whereas the 1854 subdivision consisted of thirteen regular allotments fronting these streets between Shaftesbury Road and Wallace Street, the 1880 Clifton Estate offered thirteen allotments *plus* the depth of a parcel fronting Wallace Street in the same area. Howell also reserved over 3 acres of land for his own occupation.

Five years later, the Metropolitan Mutual Permanent Building and Investment Association subdivided the land in the study area to the north of Wyalong Street. Again, the subdivision pattern was based on the streets as laid out in 1854, but the dimensions of the new allotments were smaller than the 1854 configuration. Charles Lane was aligned about this time, and labelled on an 1884 plan (Figure 5) as "Back Entrance." The lane appears to have originally accessed JB Freehill's property, Carmona, 13 Wyalong Street, or may have been implemented as a nightsoil collection lane for the properties fronting Brooklyn and Wyalong Streets.

Figures 7 and 8 below illustrate the building development within the study area up to 1890 and between 1890 and 1927.

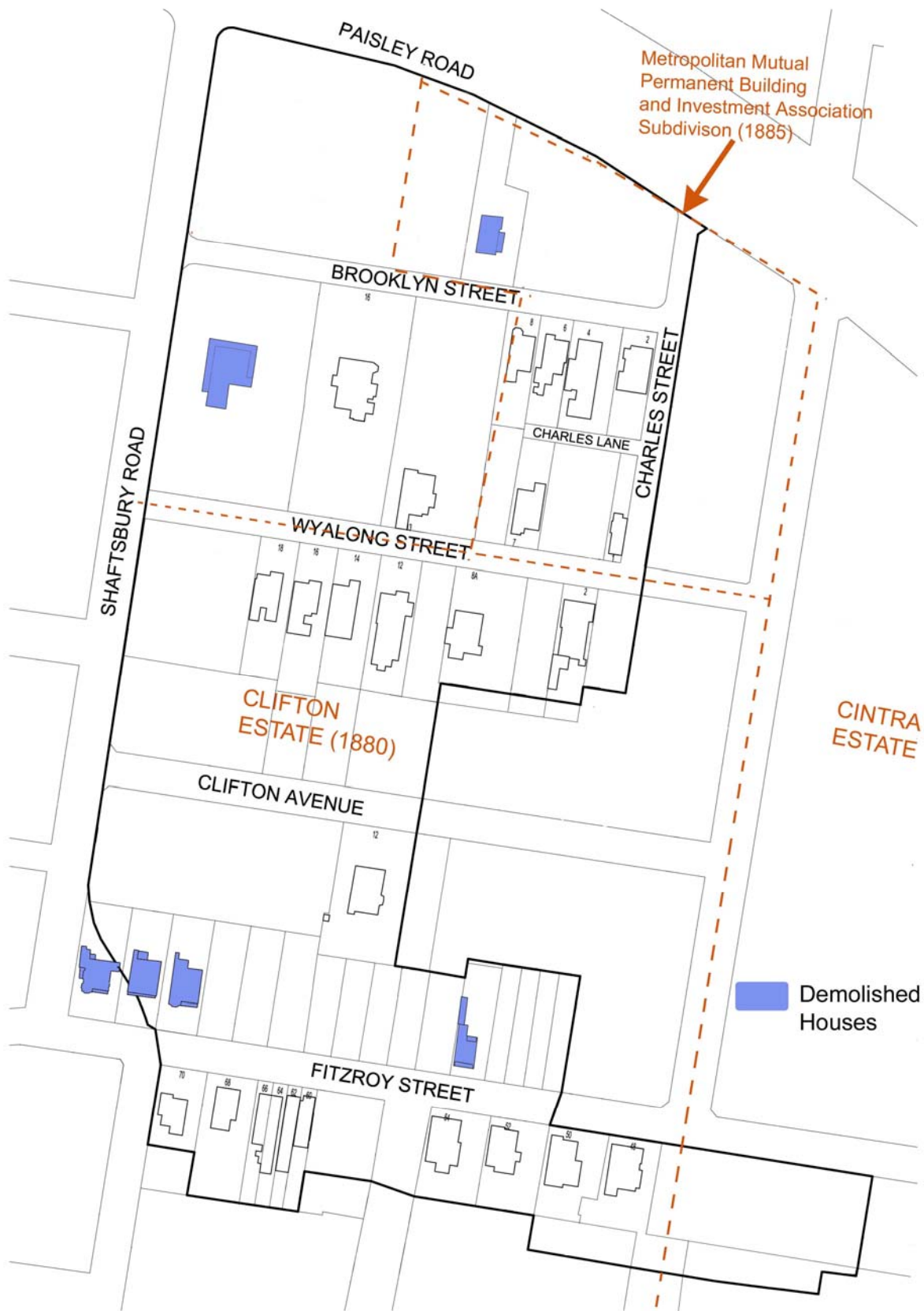


Figure 7: Diagram showing houses present in the study area by 1890. (Source: PWD 662.1544, PWD 848.1544, Sydney Water Plan Room)



Figure 8: Diagram showing houses present in the study area by 1927. Houses which were present by 1890 (see Figure 7) are shown shaded. (Source: DS 855, BW211, Sydney Water Plan Room)

3 Physical Evidence

3.1 Description of Streetscapes

There are six streets included in the study area, each of which is described below. As noted in Section 2, all of the streets, with the exception of Charles Street, were laid out as part of the 1854 Cheltenham Estate subdivision. See also the inventory sheets appended to this report.

Brooklyn Street

Orientated east-west and of relatively level topography, Brooklyn Street is the narrowest street in the study area. It has a number of street trees of note, including Chinese tallowoods. The streetscape character is that of a pleasant suburban street, uniformly of housing with two substantial villas opposite each other, midway into the street.

Charles Street

Running north-south, Charles Street was laid out about 1884, possibly as a rear lane for the newly-formed allotments fronting Wallace Street. Generally lacking footpaths and the street tree plantings of other streets in the area, Charles Street is a typical Victorian rear lane in character.

Clifton Avenue

Oriented east-west between Shaftesbury Road and Wallace Street, Clifton Avenue possesses a good stand of Chinese tallowood street trees. The streetscape is characterised as a pleasant, short suburban street, with a uniformity of houses and cottages from different periods. The RSL Club building at the west end is a substantial landmark. Its elevation to this street are concrete with brick infill and are quite reasonably restrained.

Fitzroy Street

Running east-west, steeply falling toward the east, Fitzroy Street is a thoroughfare between Croydon and Burwood. With few street trees and major plantings in private gardens, the houses are more prominent. The major features of the street are the small collection of Victorian houses on the south side.

Paisley Road

Paisley Road follows the gentle sweep of the railway alignment which runs roughly east-west and has the character more of a thoroughfare than a suburban street.

Shaftesbury Road

Running north-south, Shaftesbury Road was one of the principal streets in the Cheltenham Estate subdivision of 1854. A roundabout at the southern end, at the intersection of Fitzroy Street, dates to the last 20 years. Still a suburban thoroughfare linking Parramatta Road and Liverpool Road, the major features of the street are the contrasting urban character of the buildings on the western side, which is principally apartment buildings, to the eastern which is side cottages and larger houses. To the eastern side is also found the major RSL club establish, axially aligned to Belmore Street. A partly

intact avenue of deciduous trees remains a strong element at the north end only. At the south end adjacent to the roundabout on the western side are a further stand of large eucalypts

3.2 Thematic Framework

State Historical Themes

Guidelines from the NSW Heritage Office emphasise the role of history in the heritage assessment process. Local historical themes are usually identified within local heritage studies and a list of state historical themes have been developed by the NSW Heritage Council. These themes assist in determining comparative significance and prevent one value taking precedence over others. For example, themes such as *events*, *industry*, *social institutions* and *welfare* can highlight important historical and social values which may be of equal or greater significance than an item's aesthetic or research potential. The guidelines note that, while the State Historical Themes provide a framework, other themes may be identified for local areas, precincts, or groups of items.

Generally, all of the properties in the study area relate to the NSW State Historical Theme of *Accommodation* (with the exception of the RSL Club, 92-94 Shaftesbury Road). As such, in considering the historical research and the physical characteristics of the properties in the study area, it was determined that a more detailed thematic approach to housing periods and styles would be an appropriate method of comparing and contrasting items within the area. The table below summarises how the NSW State Historical Theme relates to the local historical themes previously identified in the 1989 Burwood Heritage Study, which relate largely to the residential evolution of Burwood (as used in Section 2, Historical Background), and the Period/Style themes identified for the purposes of the present study.

Burwood Heritage Study Theme	Period/Style Theme
Land Grants, Rural Estates and Roadways to Inland Settlements: 1794-1854	No properties identified relating to these historical periods.
The Sydney to Parramatta Railway and the Country Villa – A Period of Transition: 1855-1873	
Municipal Government, Gentlemen's Villas and Model Suburbs: 1874-1918	Gentlemen's Villas Speculative Buildings Federation
After the Great War – Suburban Consolidation: 1919-1986	Californian Bungalow Late Bungalow Modern Red Texture Brick Late 20 th Century

The characteristics and historical context of each of the period/style themes are described below. Figure 9 illustrates the distribution of each thematic type across the study area. It can be seen immediately how mixed the distribution of these eight themes is.

Gentlemen's Villas: These individual gentlemen's residences date primarily to the 1870s and 1880s and relate to the historical trend of settlement of affluent gentlemen in relatively rural places accessible by the railway line from the city. Although the examples in the present study area are on a less grand

scale than other similar period villas in the municipality, these houses provide an indication of the first wave of suburban settlement in the area. None of them survive on their original allotments, most having been subdivided in the 1920s and 1930s, however 16 Brooklyn Street and 13 Wyalong Street give the best indication of the original allotment these villas would have occupied.

Speculative Buildings: Although speculative building is a feature of Sydney's suburban development throughout the late nineteenth and twentieth centuries, it was a predominant aspect of the growth of railway suburbs such as Burwood in the Victorian period. Not all of the houses identified in this group were necessarily built by investors; however, all of the houses or of a similar, smaller scale and contain similar stylistic features. Many are single-fronted cottages found in matching pairs or groups of four. The group at 2-8 Brooklyn Street is a good example of this type.

Federation: From the early twentieth century, subdivisions of the 'garden suburb' mode took place in the municipality, including Appian Way. Although no evidence has been located for an overall planned garden suburb in the study area, most of the contemporary houses included in this group are architecturally interesting, substantial, and reasonably good quality suburban houses. Good examples include 14 and 16 Clifton Street, and 90 and 92 Shaftesbury Road. A few pairs of houses belonging to this period are also noted: 3 & 5, 4 & 6, and 21 & 23 Wyalong Street.

Californian Bungalow: In the post-WWI period, subdivisions such as the Malvern Hill Estate and the Cintra Estate, which included some allotments on Fitzroy Street which are part of the present study area, took place in the vicinity of the present study area. Californian bungalows proliferated in this period of suburban consolidation, as infill development on lots subdivided from the gentlemen's villas, and on lots acquired at estate auctions. Within the study area, the Californian bungalows are of a relatively standard type, with few being architecturally noteworthy, with the possible exception of the Californian bungalows on Clifton Avenue (numbers 9, 11, 11a, 15).

Late Bungalow: Following on from the Californian bungalows is a group of liver brick bungalows dating to the late 1920s. Paisley Road contains a group of these bungalows (numbers 52-60).

Modern: Dating to the years just before WWII and after the austerity period of the post-war years is a group of modern builders' houses, typified by face brick, often in cream or apricot colour, tile roofs, and, in some cases, materials dictated by availability in the post-war period. A group of such houses is located on Paisley Road, numbers 62-70.

Red Texture Brick: The suburban building style of triple-fronted red texture brick houses started in the late 1960s. In the present study area, the houses in this group appear to have been constructed as infill, on sites that had not previously been built on, at times located at the back of the gentlemen's villas. The best example of this group is 8 Wyalong Street.

Late Twentieth Century: Belonging to this group are a number of houses dating to the 1980s to the present, as well as the Burwood RSL club. They are not architecturally distinctive.

Other: One house (68 Fitzroy Street) appears to be a farmhouse, pre-dating 1885, which is a reflection of the rural character of Burwood prior to the suburban development of the area.



Figure 9: Diagram showing the house styles/historic periods represented in the Shaftesbury East study area.

4 Analysis of Evidence

4.1 Characteristics of the Study Area

Following site visits, a series of diagrams was collated in order to facilitate an understanding of the physical fabric which today comprises the study area. Mapping the representative historical phases, intactness of each house to its original style, and the condition of each item led to an understanding of the study area as a whole (see figures following).

As a result, the main physical characteristics of the study area were identified as follows:

- Contains streets aligned as part of the 1854 Cheltenham Estate subdivision.
- Contains a wide variety of housing styles dating to each decade from the 1870s to the present.
- Contains houses of relatively similar materials (e.g., masonry, slate or tile roofs) despite the variety of styles represented in the area.
- Possesses a relative consistency of scale and setbacks where even the larger two-storey houses do not impose greatly on the streetscape.
- Predominance of single family housing with only two blocks of flats/units and the RSL Club and one terrace house departing from this trend.
- Garages and carports generally located to the rear of the properties.
- Contains good street planting and major stands of trees in most streets.

4.2 Comparison with Other Areas

In order to determine the relative significance of these characteristics, the study area was compared to other neighbouring Heritage Conservation Areas within Burwood and other neighbourhoods in the greater Sydney area. As well, the traits identified for the study area were compared with the significance outlined by the National Trust of Australia (NSW Branch) in order to determine whether the study area embodied or demonstrated any aspects of significance identified by that body.

Comparisons to the adjacent Heritage Conservation Areas are given below. For each, the characteristics of the area are described and compared to the characteristics of the Shaftesbury East study area (as outlined above). Following this, within each section, the significance of each Heritage Conservation Area is examined for possible aspects of similarity to the significance of the Shaftesbury East study area.

Malvern Hill Heritage Conservation Area

The Malvern Hill Heritage Conservation Area is characterised by the following:

- Wide roads
- Tree lined footpaths
- Cohesive streetscapes built within two or three decades
- Federation and California Bungalow style roofs, gables, and chimney stacks on dwellings

Generally, the Malvern Hill Conservation Area was subdivided between 1909 and 1917, and the residential development took place under a building covenant which stipulated that all buildings be detached houses in brick or stone with slate, shingle, or tile roofs, all set back 6 metres from the street.

The Shaftesbury East study area does not have the wide roads or tree lined footpaths of the Malvern Hill Estate, nor are its streetscapes perceived as cohesive. Although there are a number of chimney stacks and roofs dating to the Victorian and early 20th century within the study area, they represent a broad range of styles and do not form a particularly uniform appearance. The Shaftesbury East study area, therefore, cannot be said to share the characteristics of the Malvern Hill Conservation Area.

Development Control Plan Pt 5 (Malvern Hill Conservation Area) identifies the following aspects of significance for the area:

- Distinguishes Burwood from other parts of Sydney (together with a number of other Conservation Areas)
- “It is a highly intact, relatively large area of quality Federation and California Bungalows on substantial blocks of regular size together with an integral neighbourhood shopping centre divided by wide tree lined streets presenting cohesive but varied streetscapes.”
- Connections with a number of important and/or well-known people, including architects.
- Scale and detail renders the area desirable for family living.

The present study area is not considered to be an area which distinguishes Burwood from other parts of Sydney, as mixed streetscapes with varied architectural styles on the scale found within the Shaftesbury East study area are found across the Sydney suburban region. The present study area does not possess a preponderance of Federation and/or California Bungalows (these represent less than 50% of the housing within the area), and does not possess the uniformity of allotment sizes or the wide tree-lined streets.

Although there are a few individuals of note who have been identified as being associated with houses in the study area, this aspect of significance, on its own, is not highly important. The final aspect of significance outlined in the DCP, the desirability of the area for family living, is not considered to be an aspect of heritage significance, but rather a matter of present-day amenity. The Shaftesbury East study area is seen as an area which is desirable for family living, however, this does not form part of the area’s heritage significance.

Wallace & Brady Streets Conservation Area

The Conservation Area is described in the *Burwood Heritage Study* Inventory (Item 3.62) as follows:

“This residential precinct comprises housing from early Victorian villas to bungalows. Wallace Street displays mixed residential character with small servants' cottages at the southern end, number 19 is a Federation house and numbers 3 and 5 are attractive one storey Victorian houses. Brady Street is comprised of c.1920s bungalows.”

The Shaftesbury East study area is similar to the Wallace & Brady Streets Conservation Area in containing a range of housing styles of mixed character, as well as a number of 1920s bungalows.

The Conservation Area is identified as locally significant “for its diverse architectural character and [it] illustrates the subdivision pattern of the larger estates. It [is] enhanced by attractive street planting and contributes significantly to the overall residential quality and amenity.”

The Shaftesbury East study area also exhibits a diverse architectural character and demonstrates historic subdivision patterns. However, the street planting in the study area is not as substantial. As discussed above, residential amenity is not considered to be an aspect of heritage significance.

National Trust listing

The National Trust of Australian (NSW Branch) describes the Malvern Hill Extension (Precinct 9) of its Burwood Urban Conservation Area as follows:

“The character of this precinct is identical to that of Precinct 8 (the former Malvern Hill UCA) and consists of large Californian Bungalows (especially in the north portion in Paisley Road), two storey 1920s houses (such as in Wallace Street) and single storey Californian Bungalows in the remainder. The area also contains some rare concrete houses designed and constructed by H. Goddard.”

An examination of the Shaftesbury East study area shows that it does not possess the same prevalence of Californian Bungalows described by the National Trust. There are 29 Californian Bungalows in the study area, of over 110 properties. The area does not contain any of the Goddard concrete houses (as are found in the Cintra Heritage Conservation Area).

The National Trust gives six reasons for classifying the area:

1. Streetscape integrity due to development during one period
2. Uniformity of housing style including colour, form, and architectural detail
3. Predominance of Californian Bungalow type illustrating the influence of American housing styles on Australia
4. Reflects middle class ability to finance purchase of a house
5. Embodies political control of the electorate by Australian governments
6. Experimentation with alternative building materials around World War I reflected by the Goddard concrete houses.

With the exception of the very generalised reasons for listing given in numbers 4 and 5 (which could be applied to any middle class suburb in Australia), the Shaftesbury East study area does not share any of the significant characteristics identified as important for the broader area of Malvern Hill in its listing. The study area was not developed during one period (#1), does not have uniformity of housing style (#2), does not exhibit a predominance of Californian Bungalows (#3), and does not contain any of the concrete Goddard houses (#6).

Conclusions based on the comparative analysis

The Shaftesbury East study area is not on a par with existing conservation areas in Burwood. Although it shares some similar characteristics with the Wallace & Brady Streets Conservation Area, the cohesiveness and import of these characteristics within the study area does not match that of the Wallace & Brady Street Conservation Area.

The study area is not dissimilar to many other parts of Sydney, and is therefore not considered to be rare. For instance, suburbs such as Dulwich Hill, Stanmore, Petersham, Waverley, Randwick, and Roseville contain suburban housing areas displaying the same variety of styles resulting from similar

historical circumstances (e.g., incremental development over the latter 19th and 20th centuries, initially spurred by the construction of the railway).



Figure 10: Diagram showing condition of properties within the Shaftesbury East study area. (Note: 10 Wyalong is not visible from the street and therefore no condition is identified for it.)



Figure 11: Diagram showing the relative intactness of properties in the Shaftesbury East study area. (Note, 10 Wyalong Street is not visible from the street and no determination of its intactness has been made.)

5 Statement of Significance

The assessment of the significance of a place requires an evaluation of the fabric, uses, associations and meanings relating to the place, leading to detailed statement of significance.

5.1 NSW Heritage Office Criteria

The following assessment of significance has been prepared in accordance with the guidelines set out in the NSW Heritage Office and PlanningNSW's publication, *Heritage Assessments*. NSW heritage assessment criteria, as set out in *Heritage Assessments* encompasses seven types of significance according to the following criteria:

- Criterion (a) An item is important in the course, or pattern, of NSW's cultural or natural history (or the cultural or natural history of the local area).
- Criterion (b) An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (or the cultural or natural history of the local area).
- Criterion (c) An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in NSW (or in local area).
- Criterion (d) An item has strong or special association with a particular community or cultural group in NSW (or local area) for social, cultural or spiritual reasons.
- Criterion (e) An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (or the cultural or natural history of the local area).
- Criterion (f) An item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history (or the cultural or natural history of the local area).
- Criterion (g) An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or environments (or a class of the local area's cultural or natural places or environments).

As discussed above (Section 4), it is important to distinguish heritage significance from residential amenity. While heritage significance may contribute to the amenity of an area, that amenity itself is not an aspect of heritage significance.

As with any project of the broad scope of the present study, some aspects of significance, such as historical associations and social/community significance will not readily emerge. Where historical associations for individual properties have been identified, these details are included in the relevant inventory sheets. However, no associations identified as part of this study can be said to apply to the study area as a whole.

5.2 Statements of Significance

Statements of significance of the Shaftesbury East study area as a whole for each of the NSW Heritage Office criteria is given below, followed by a succinct Statement of Significance for the study area as a whole. For statements of significance relating to individual properties, refer to the inventory sheets.

Criterion (a) – Historical

The study area consists of a number of allotments which reflect the history and development of the residential parts of Burwood, as well as the land subdivision patterns of the late 19th century and infill development of the 20th century. The street patterns, dating to the Victorian (1854) subdivision of the Cheltenham Estate, demonstrate the suburban growth of the area following the construction of the Sydney-Parramatta railway in 1854. Residential development of the area proceeded incrementally from the 1870s to the present, resulting in the area possessing examples of numerous types of suburban housing and demonstrating a variety of architectural styles.

Criterion (b) – Historical Association

There are no historical associations identified at the present time which meaningfully relate to the study area as a whole.

Criterion (c) – Aesthetic

Composed of housing from many different periods and in many different styles, most houses in the area make use of a similar palette of materials (masonry, slate or tile roofs) and conform to a relatively uniform scale where even the larger two-storey houses do not impose on the streetscape.

Criterion (d) – Social

The study area possesses a degree of social significance as demonstrated by the community interest in the current project. This interest is understood to relate primarily to the amenity of the area, and cannot, by itself, be said to meet the criterion of esteem due to social, cultural, or spiritual reasons.

Criterion (e) – Research

While there may be some potential to reveal subsurface (archaeological) remains, this information is not anticipated to contribute substantially to the understanding of the history of Burwood or the study area.

Criterion (f) – Rarity

The study area possesses a number of suburban housing styles which can be found throughout the greater Sydney suburban region, in such areas as Ashfield, Kogarah, Willoughby, and ???. The study area is not considered, therefore, to possess significance under this criterion.

Criterion (g) – Representativeness

The study area contains a representative collection of Australian suburban housing from 1870 to 1970, and includes houses from every decade and varying social class, providing a 'slice' of common Australian suburban housing.

5.3 Summary Statement of Significance

A short statement of significance for the Shaftesbury East study area as a whole is as follows:

The Shaftesbury East study area is of some local significance as a representative example of common Australian suburb showing the range of housing characteristic of the late 19th century to the present, incrementally developed from the early suburban subdivision of the Burwood area.

5.4 Level of Significance of the Study Area

Places can be ranked in accordance with their relative significance as a tool to planning. *Heritage Assessments* (NSW Heritage Office, 1996, amended August 2000) identifies the following grades of significance:

Grade	Justification	Status
Exceptional	Rare or outstanding place of local or state significance. High degree of intactness.	Fulfil criteria for local or state listing.
High	High degree of original fabric. Alterations do not detract from significance.	Fulfil criteria for local or state listing.
Moderate	Contains altered or modified elements. Contains elements with little heritage value, but which contribute to the overall significance of the item.	Fulfil criteria for local listing.
Little	Contains alterations which detract from significance or does not meet the threshold to be considered significant for any of the assessment criteria.	Does not fulfil criteria for local or state listing.
Intrusive	Damaging to the item's heritage significance	Does not fulfil criteria for local or state listing.

In this case, the Shaftesbury East study area is considered to be of *little significance*, on the whole. The study area does not meet the threshold for listing as a Heritage Conservation Area. The area is not rare, and although it can be said to be a representative example of suburban development, this representativeness itself is of little heritage significance. The aesthetic qualities of the streetscapes themselves is seen to be of little heritage significance, and better represented in existing heritage conservation areas, such as the Wallace & Brady Streets Conservation Area.

5.5 Contribution of Properties to Overall Significance

Components or elements of a place can be analysed in order to determine what contribution, if any, individual components make to the overall significance of the item. The individual properties within the study area have been ranked individually in Figure 12 in order to show their contribution to or detract from the overall significance of the study area. Because the significance of the study area

has been identified as the incremental evolution of residential housing styles from the 1870s to the present, all single family residential buildings within the study area can be said to contribute to this significance. Single family residential buildings which are in poor condition are considered to be neutral. Those buildings within the study area which are not single family residential buildings (at least originally) are identified as intrusive.

This sort of assessment is often used to ‘rank’ properties; however, in this case, the vast majority are equally contributory to the significance of the area on the whole.

6 Existing Planning Policies

The primary planning policy document for Burwood Council is the *Burwood Planning Scheme Ordinance 1979* (BPSO). This document contains standard heritage provisions which require Council to consider heritage issues when assessing development applications to listed items or items situated within Heritage Conservation Areas. In addition to these provisions, the BPSO contains more detailed controls for the Appian Way and Malvern Hill Conservation Areas in addition to the assessment of roof pitch and form, style, size, proportion, and position of windows and doors, and exterior finishes which is required under the heritage provisions relating to all heritage items and conservation areas within the municipality. Additionally, both the Appian Way and Malvern Hill Conservation Areas are subject to specific Development Control Plans (DCPs).

Figure 14 shows the locations of individually listed heritage items within the study area as gazetted in the BPSO.

The BPSO also contains general planning policies relating to the Residential 2(a) zoning, setting out, for example, the minimum area of sites for the erection of new dwellings, building height, and subdivision. However, no floor space ratio is prescribed for this zoning. Policies are also given for “development of certain land” which give special controls to the identified parcel.



Figure 12: Identification of how individual items within the study area contribute to the significance of the area.

NB: The statement of significance for the area as formulated in Section 5.3 is as follows:

The Shaftesbury East study area is of some local significance as a representative example of common Australian suburb showing the range of housing characteristic of the late 19th century to the present, incrementally developed from the early suburban subdivision of the Burwood area.

It should be noted that, despite the large number of items which contribute to the identified significance of the area, the significance of the area is considered to be *little* overall, which means it does not fulfill the NSW Heritage Office criteria for local or State heritage listing (see Section 5.4). Also note, 10 Wyalong Street is not visible from the street and no determination of its intactness has been made.

7 Recommendations

7.1 Generally

The present study has concluded that the Shaftesbury East area is of insufficient heritage significance to warrant designation as a Heritage Conservation Area. Therefore, management of the area is recommended to continue under the current planning controls.

7.2 Recommendations for individual heritage listings

Although the present study has concluded that the study area is of insufficient heritage significance on the whole to warrant the creation of a Heritage Conservation Area, a number of individual properties were identified in the course of the study which are considered to be in sufficient individual significance to be included in the Burwood Planning Scheme Ordinance Schedule of Heritage Items. There are properties which may have simply been overlooked or otherwise omitted from previous heritage studies (such as 18 Wyalong Street, which is clearly part of the already-listed group at 12-16 Wyalong Street), or items which exhibit qualities which have come to be considered of heritage significance in the years since 1986, when the initial Burwood Heritage Study was conducted (such as 13 Brooklyn Street, a mid-20th century house in the Moderne style).

The following items are recommended for individual heritage listings (see also inventory sheets for further details on significance and Figure 13).

Address	Statement of Significance
11 Brooklyn Street	Lugar Brae is a good representative example of a better quality house of architectural merit built for a professional person in the first decade of the 20 th century near the town centre of Burwood, reflecting the suburban development of the area. The house is of local aesthetic significance for its contribution to the local streetscape and its architectural qualities.
13 Brooklyn Street	Of local townscape significance as a good example of mid-20 th century infill development on land subdivided from an earlier house allotment. Of aesthetic significance as a good quality architectural design in the Moderne style, dating to the end of the style's prevalence.
14 Clifton Street	Kalimna is one of a pair with 16 Clifton Avenue (a listed heritage item). Both houses are good examples of early 20 th century Federation housing, typical of the quality residential development in Burwood during the period. Although Kalimna is less intact than 16 Clifton Avenue, it is worth of protection in order to conserve the relationship of the pair.
69 Fitzroy Street	The house is of local aesthetic significance for its early use of Art Nouveau detailing, its age and intactness. The house reflects the evolving pattern of subdivision and development of the Clifton Estate.
70 Fitzroy Street	Located on a corner and of good architectural quality, this house is aesthetically significant in the local streetscape, and is historically significant as one of the oldest houses on the north side of Fitzroy Street, reflecting the settlement of professional persons in the area in the latter nineteenth century.
92 Shaftesbury Road	Of local aesthetic significance as a good example of the Arts & Crafts style of architectural interest in the area. Although less intact and less visible in the

Address	Statement of Significance
	streetscape than 90 Shaftesbury Road, the two are very similar and should be similarly conserved.
8 Wyalong Street	The house is of local significance as a very good representative example of the red texture brick suburban housing which became prominent in suburbs such as Burwood about 1960. It is the best example of this type in the Shaftesbury East study area.
13 Wyalong Street	Of local significance as a representative example of a gentleman's villa, typical of the houses built in the study area prior to 1890. Also of significance for its association with Francis Bede Freehill, prominent NSW solicitor and Federalist.
18 Wyalong Street	As part of a group, with 12, 14, and 16 Wyalong (already listed items), the house is a good representative of the speculative building which produced rows of such houses in the late nineteenth century. This group is the most prominent such speculative group in the study area.

7.3 Alterations of Boundaries

As part of the scope of the present study, the appropriateness of the boundaries of the present study area were considered, in the event that a Heritage Conservation Area be designated on the basis of the present study. As well, the boundaries of adjacent Heritage Conservation Areas were considered in order to discover if the existing Conservation Areas should be modified in order to include parts, or the whole of, the present study area.

The historic pattern of subdivision provides the basis for determining the historical relevance of particular heritage conservation area groupings. In other cases, planning or pragmatic considerations may dictate the boundaries of heritage conservation areas. For example, the boundaries of the Appian Way Heritage Conservation Area correspond generally with the original area of subdivision for that particular estate. The Wallace & Brady Streets Conservation Area, on the other hand, includes land which was part of at least three historic subdivisions (Clifton Estate subdivision of 1880, the Metropolitan Mutual Permanent Building and Investment Association subdivision of 1885, and the Cintra Estate), however its boundaries are determined by the inclusion of significant streetscapes. The conservation area includes properties on either side of Wallace Street, which was the boundary between the Cintra Estate and other estates. This enabled the conservation area to address the streetscape of Wallace Street, as well as a number of properties on Clifton Avenue which were deemed to contribute.

Within the study area, there have been a number of subdivision events, including the Clifton Estate subdivision of 1880, the Metropolitan Mutual Permanent Building and Investment Association subdivision of 1885 (see Figures 4 and 6). Considering the boundaries of these historic subdivisions, none contain a heritage significance which would warrant the designation of a Heritage Conservation Area.

A further consideration is the planning, or pragmatic, reason for the boundary between the present study area and adjacent existing heritage conservation areas. Examining the properties which lie on either side of the boundary of the present study area, in all but one case, it is clear that the boundaries of the Wallace & Brady Streets Conservation Area are drawn at a logical point in order to include properties of higher intactness or streetscapes of moderate to high significance.

The exception to this is the exclusion of the properties at 38, 40, 42, 44, and 46 Fitzroy Street from either the Wallace & Brady Streets Conservation Area or the Cintra Estate Conservation Area. (The

Malvern Hill Conservation Area, adjacent to the south, has boundaries which are historically relevant to the subdivision pattern in the locality.) No's 38-46 Fitzroy Street are Californian Bungalows which are similar in form to the predominant housing stock in the Wallace & Brady Streets Conservation Area, and are situated within the historic Cintra Estate subdivision. However, only no's 38 and 40 are of sufficient intactness to warrant inclusion in a heritage conservation area. No's 42 and 44 have been heavily altered, and no. 46, although less altered, is in a degraded setting between the substantially altered no. 44 and the modern infill building at 48 Fitzroy Street. It is therefore concluded that the Wallace & Brady Streets Heritage Conservation Area or Cintra Estate Heritage Conservation Area could logically and appropriately be extended to include no's 38 and 40 Fitzroy Street.

8 Conclusions

As a result of the research and investigation undertaken in the study area, it is concluded that, although the area is of some local heritage significance, mainly as a 'slice' of incremental suburban development over the last 130 years, it is of insufficient heritage significance to warrant the creation of a Heritage Conservation Area.

The existing Wallace & Brady Streets Conservation Area could be extended to include no's 38 and 40 Fitzroy Street, for the reasons outlined in Section 7.3, above.

In the course of the study, some properties were found to be of individual heritage significance, and these are recommended for listing as heritage items, for the reasons outlined in Section 7.2, above. See also Figure 13.



Figure 13: Existing and recommended individually listed heritage items within the Shaftesbury East study area.

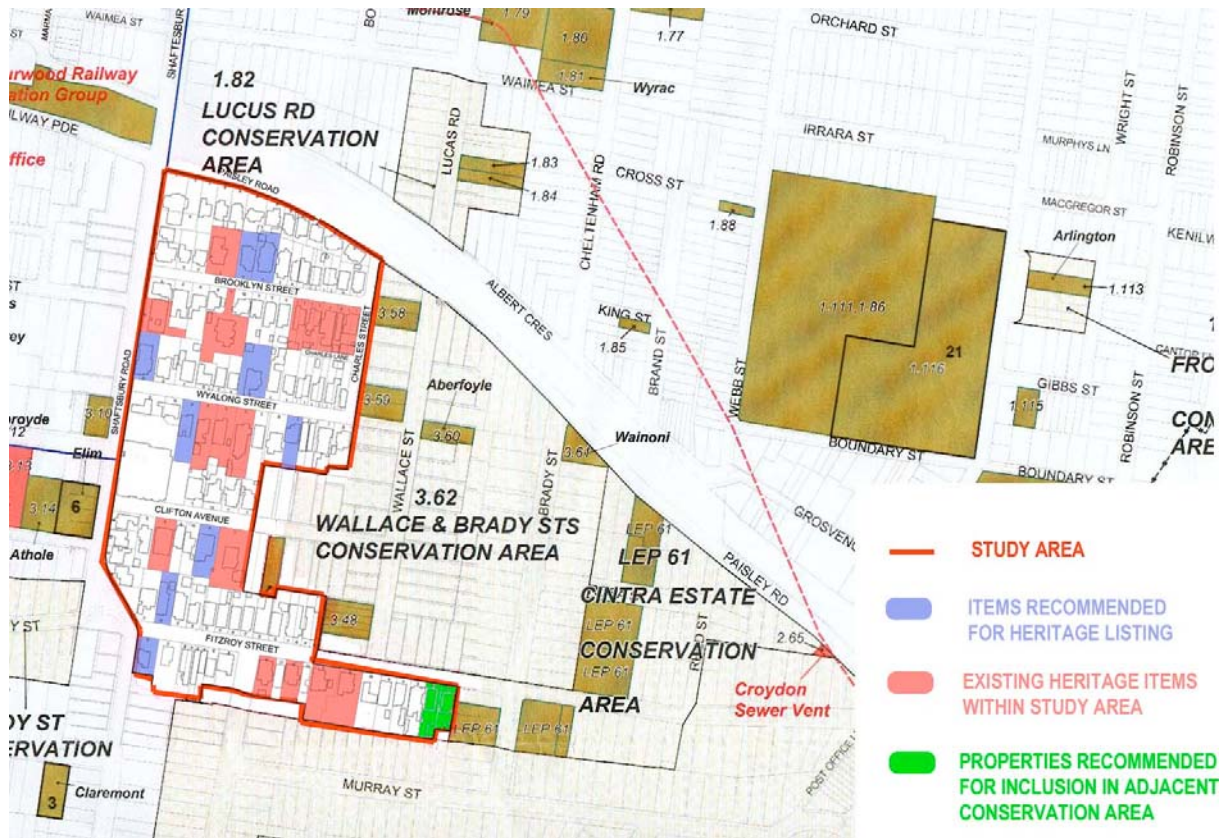


Figure 14: Summary of conclusions