

HERITAGE IMPACT STATEMENT

**WESTERN SYDNEY
UNIVERSITY
BANKSTOWN CITY
CAMPUS**

**74 RICKARD ROAD,
BANKSTOWN**

URBIS

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EXECUTIVE SUMMARY

Urbis has been engaged by Western Sydney University (WSU) to prepare the following Heritage Impact Statement (HIS) for the proposed new WSU Bankstown City Campus located at 74 Rickard Road and a portion of 375 Chapel Road, Bankstown (subject site).

The proposed development is predominantly located at 74 Rickard Road, Bankstown which is not identified on any heritage list. The proposed development does however extend partway onto the property at 375 Chapel Road. This property comprises a heritage item 'Council Chambers' located at 375 Chapel Road (item no. 16). It should be noted that the curtilage of this heritage item as established by Bankstown Council does not encompass the entire lot (as shown in Figure 35 – refer to discussion at Section 2.4) or the section of the lot to be occupied by the subject development. As such, this assessment is required to assess the impact of the proposed development on the heritage item located in its vicinity.

Western Sydney University are proposing to construct a new Bankstown City Campus at the subject site. The demolition of existing structures on the site and earthworks will be part of an early works package (to be addressed by Urbis under separate cover). This report accompanies an application for the construction of a new 18 storey building with associated infrastructure. Further details of the proposed works are included in Section 1.5.

This HIS has been undertaken to address the Secretary's Environmental Assessment Requirements (SEARs) as part of the State Significant Development Application (SSD) (SSD 9831). The SEARS included a built heritage requirement, as follows:

Provide a statement of significance and an assessment of the impact on the heritage significance of any adjacent heritage items or conservation area in accordance with the guidelines in the NSW Heritage Manual.

A statement of significance for the subject site has been included in Section 4 of this report, which concludes the following:

The subject site has no heritage significance on a local or state level. It further makes no contribution to the identified significant values of the heritage listed Council Chambers located to the south west.

The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The subject site however was the location of the second Canterbury-Bankstown District Ambulance Station. Albeit the building performed a public service, the nature of its links with the community and local government function differs from other buildings which have existed on the site. It did not constitute one of the three buildings (Council Chambers, Administration Building and Town Hall) which Kevin Curtain and Partners were commissioned to design in the delivery of the Civic Precinct.

The subject site does not make any important aesthetic contribution to the setting of the heritage listed Council Chambers. There is no fabric comprised within the site which has any connection with the significant building. Further, although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its east (including the subject site).

A detailed assessment of the potential heritage impact of the proposed works on the significance of the Council Chambers (refer Section 4.4) have been undertaken in Section 5 of this report. Key aspects of the assessment are listed below:

- Bankstown Council has chosen to nominate a reduced heritage curtilage for the heritage item (refer Section 2.4). The proposed works is partly located on the lot which comprises the heritage item. However, no works are proposed within the heritage curtilage nominated by Bankstown Council. The works are located a substantial distance from the listed curtilage and there is therefore no physical impact anticipated as a result of the proposed works.
- The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The nature of the subject site's links with the community and local government function differs from other buildings which have existed on the site. The use of the subject site for civic purposes is therefore not considered necessary from a heritage perspective and the proposed university building is supported.

- Although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings as shown in the historical overview in Section 3 above in this report. The Council Chambers was designed to have a close physical association with the Administration Building and Town Hall, which it was built concurrently with to implement the three stages of the Civic Precinct. It is noted that the administration was in significantly closer proximity to the listed item than the proposed building. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its north east and the development of the subject site as proposed would have no heritage impact.
- There are no existing significant views south from Rickard Road towards the heritage item. Bankstown Library and Town Hall and substantial mature vegetation currently obscure views. Further it should be considered that there were no historic views from this vantage point. The redevelopment of the open space of the subject site would therefore not obscure any significant views and is therefore acceptable.
- The proposed building is in keeping with the character of the Bankstown City Centre and the character of existing buildings which are also visible from the context of the Council Chambers (including that at 68 Rickard Road and 75 Rickard Road).
- The substantial mature plantings surrounding the heritage item (which are outside the subject site and would be retained) would ensure that the heritage item is still able to be read in isolation and would not be visually dominated by surrounding development.

For the reasons stated above, the proposed works are supported from a heritage perspective.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged by Western Sydney University (WSU) to prepare the following Heritage Impact Statement (HIS) for the proposed new WSU Bankstown City Campus located at 74 Rickard Road and apportion of 375 Chapel Road, Bankstown (subject site).

The proposed development is predominantly located at 74 Rickard Road, Bankstown which is not identified on any heritage list. The proposed development does however extend partway onto the property at 375 Chapel Road. This property comprises a heritage item 'Council Chambers' located at 375 Chapel Road (item no. I6). It should be noted that the curtilage of this heritage item as established by Bankstown Council does not encompass the entire lot (as shown in Figure 35) or the section of the lot to be occupied by the subject development. As such, this assessment is required to assess the impact of the proposed development on the heritage item located in its vicinity.

Western Sydney University are proposing to construct a new Bankstown City Campus at the subject site, which will include the demolition of existing structures on the site, earthworks and the construction of a new 18 storey building with associated infrastructure. Further details of the proposed works are included in Section 1.5.

This HIS has been undertaken to address the Secretary's Environmental Assessment Requirements (SEARs) as part of the State Significant Development Application (SSD) (SSD 9831). The SEARS included a built heritage requirement, as follows:

Provide a statement of significance and an assessment of the impact on the heritage significance of any adjacent heritage items or conservation area in accordance with the guidelines in the NSW Heritage Manual.

1.2. SITE LOCATION

The subject site is located at 74 Rickard Road and a portion of 375 Chapel Road, Bankstown. The subject site is located on the southern side of Rickard Road and is legally described as Lot 5 and Part Lot 6 of Deposited Plan (DP) 777510. The subject site is located within the Canterbury-Bankstown local government area (LGA).

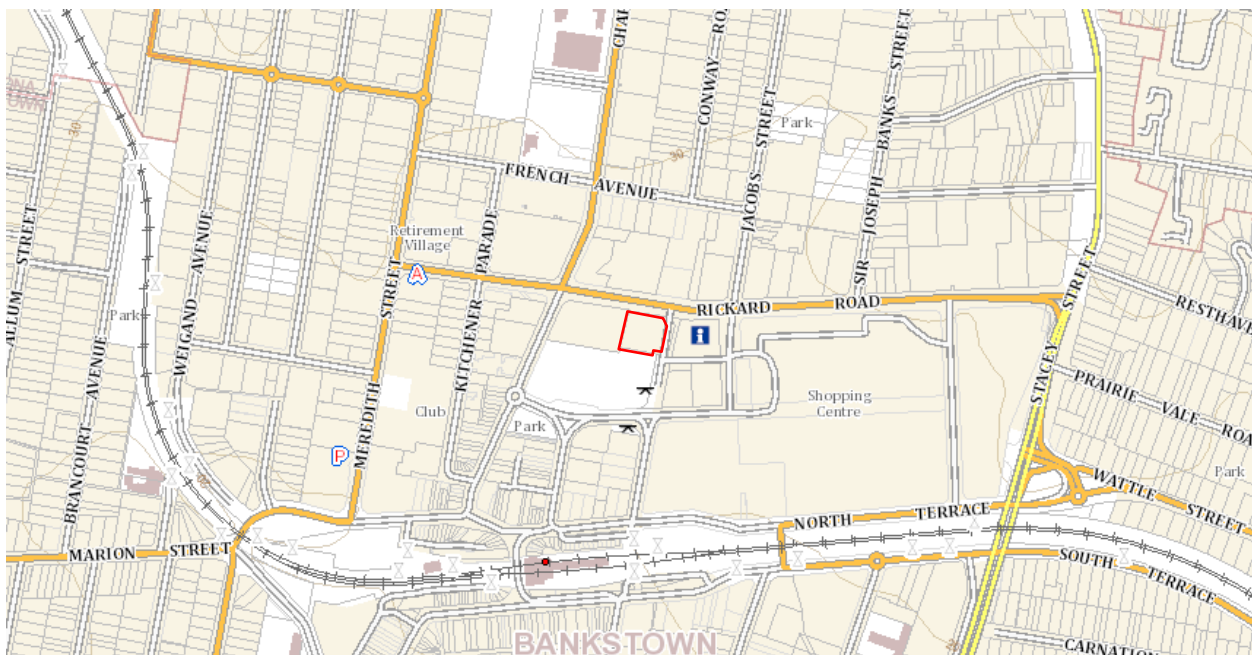


Figure 1 – Location diagram showing the location of the subject site, outlined red.

Source: SIX Maps, 2019

1.3. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines 'Assessing Heritage Significance', and 'Statements of Heritage Impact'. The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Bankstown Local Environmental Plan (LEP) 2015 and the Bankstown Development Control Plan (DCP) 2015.

1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Alexandria Barnier (Senior Heritage Consultant) and Keira De Rosa (Heritage Consultant).

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

1.5. THE PROPOSAL

The following is proposed under this application:

- 18 storey building (maximum height of 83m) with two levels of basement (carparking and services).
- Substantial landscaped terraces on multiple levels.
- Appian Way to the east of the site is proposed to be realigned to the east with the western side of Appian Way to be a landscaped pedestrian area.

Urbis has been provided with the plans prepared by Lyons Architecture noted in Table 1. This heritage impact statement has relied on these plans and specifications for the impact assessment included in Section 5.

Table 1 –Provided Plans

Drawing No.	Drawing Name	Revision	Date
A30-01	General Arrangement Plan – Basement 1	20	15.03.2019
A30-02	General Arrangement Plan – Basement 1	22	15.03.2019
A30-03	General Arrangement Plan – Ground Level	22	15.03.2019
A30-04	General Arrangement Plan – Level 1	21	15.03.2019
A30-05	General Arrangement Plan – Level 2	20	15.03.2019
A30-06	General Arrangement Plan – Level 3	21	15.03.2019
A30-07	General Arrangement Plan – Level 4	21	15.03.2019
A30-08	General Arrangement Plan – Level 5	19	15.03.2019
A30-09	General Arrangement Plan – Level 6	19	15.03.2019
A30-10	General Arrangement Plan – Level 7	20	15.03.2019
A30-11	General Arrangement Plan – Level 8	17	15.03.2019
A30-12	General Arrangement Plan – Level 9	17	15.03.2019
A30-13	General Arrangement Plan – Level 10	17	15.03.2019

Drawing No.	Drawing Name	Revision	Date
A30-14	General Arrangement Plan – Level 11	19	15.03.2019
A30-15	General Arrangement Plan – Level 12	17	15.03.2019
A30-16	General Arrangement Plan – Level 13	17	15.03.2019
A30-17	General Arrangement Plan – Level 14	17	15.03.2019
A30-18	General Arrangement Plan – Level 15	17	15.03.2019
A30-19	General Arrangement Plan – Level 16	17	15.03.2019
A30-20	General Arrangement Plan – Level 17	19	15.03.2019
A30-21	General Arrangement Plan – Level 18	17	15.03.2019
A30-22	General Arrangement Plan – Level 18 (Roof Plan)	10	15.03.2019
A40-01	Building Elevations – North	15	15.03.2019
A40-02	Building Elevations – East	14	15.03.2019
A40-03	Building Elevations – South	15	15.03.2019
A40-04	Building Elevations – West	15	15.03.2019
A45-01	Building Section A	15	15.03.2019
A45-02	Building Section B	15	15.03.2019
A45-03	Building Section C	15	15.03.2019
A45-04	Building Section C	14	15.03.2019



Figure 2 – Proposed render.



Figure 3 – Proposed render.

2. SITE DESCRIPTION

2.1. SETTING

The subject site is located at 74 Rickard and a portion of 375 Chapel Road, Bankstown on the southern side of Rickard Road. Bankstown is located approximately 17km south-west of the Sydney CBD within the Canterbury-Bankstown local government area. The suburb is bordered by Yagoona and Greenacre to the north, Punchbowl to the east, Padstow to the south and Condell Park to the west. Bankstown is connected to the broader region via Stacey Street which connects to the South Western Motorway and Hume Highway.

The subject site is located within the northern portion of the Bankstown CBD which is a major district centre featuring extensive retail, community and civic services focused on the northern and southern sides of the Bankstown Railway Station. The immediate area around the subject site is predominated by civic buildings including the Bankstown Library to the west and Council Chambers, Bankstown Community Services Centre, City of Bankstown Council, Hoyts Cinema to the east and Bankstown Central further to the east and south. Other civic buildings are located to the south of the site. Directly to the north of the site are contemporary multi-storey apartment buildings. The buildings surrounding the subject site primarily date from the late twentieth century through the present day and feature a range of modern material including concrete, glass, cladding and rendered finishes.

Part of the site includes Paul Keating Park, located directly to the south of the subject site. The park consists of an open grassed area, which links with the surrounding civic buildings. The Council Chambers is listed as a local heritage item and is a steel and concrete rotunda structure. The Council Chambers is surrounded by mature trees on all sides.



Figure 4 – Aerial view with subject site outlined in red, and surrounding building identified.

Source: SIX Maps, 2019, with Urbis overlay.



Figure 5 - View from Council Chambers looking north-east toward the subject site



Figure 6 – North-eastern portion of Paul Keating Park



Figure 7 – View towards the south façade of the Council Chambers.



Figure 8 – Bankstown Library and Town Hall viewed from Rickard Road



Figure 9 – Bankstown Council and apartment building located on opposite side of Rickard Road.

2.2. SUBJECT SITE

The subject site is an irregular shaped lot located in between the Bankstown Library (to the east) and Bankstown Council (to the west). The site has one frontage onto Rickard Road to the north. The site currently serves two purposes, as a carparking lot, and as extension of green space from Paul Keating Park located to the south. A driveway, part of The Appian Way, runs from Rickard Road through the eastern portion of the site through the carpark and connecting with the side street located off Jacobs Street.

Several mature trees are located across the site, which line the south-western corner of the carpark and another large mature trees in the north-eastern corner of the site.

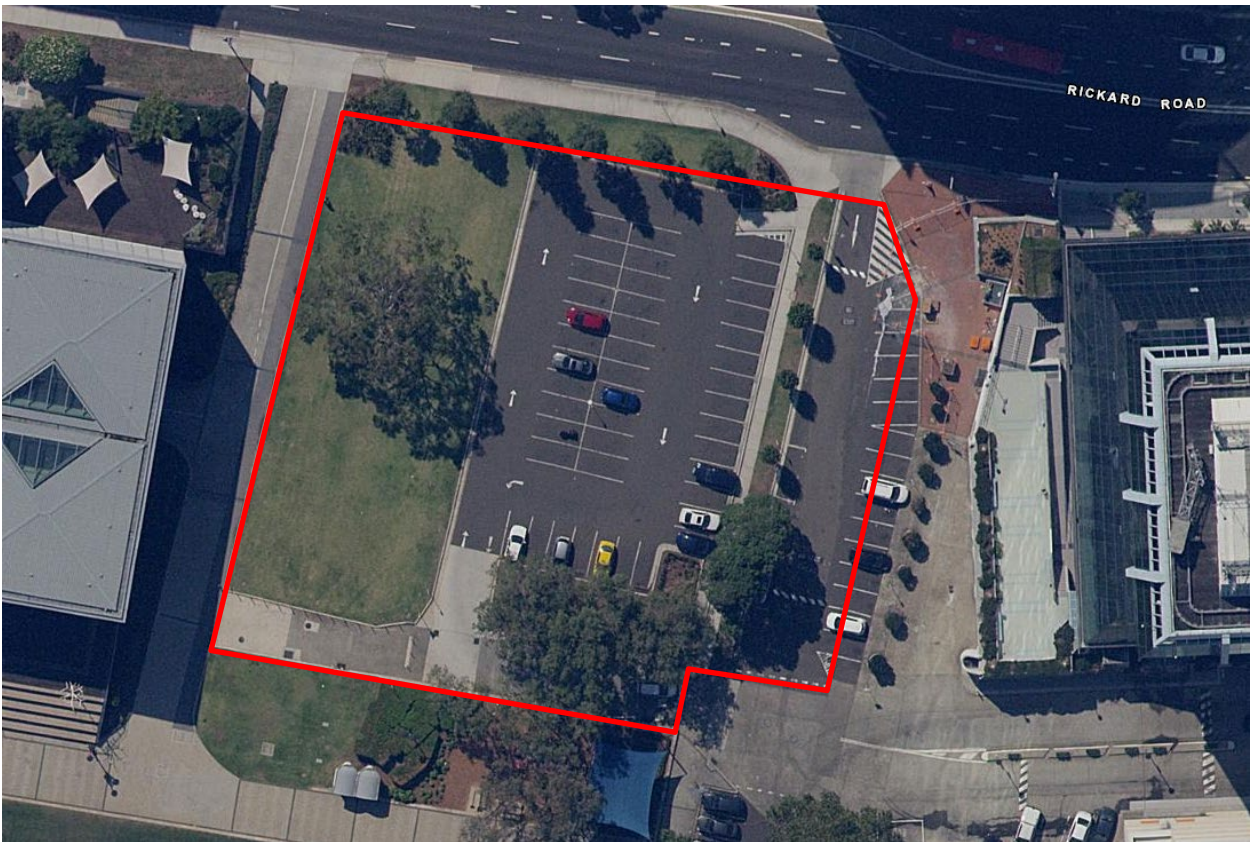


Figure 10 – Aerial view of subject site, outlined in red.

Source: SIX Maps, 2019



Figure 11 – Looking from north-west corner of subject site toward the south-east



Figure 12 – Looking north along subject site



Figure 13 – View from balcony of Bankstown Library looking north-east across the subject site



Figure 14 – Looking north-east across the subject site



Figure 15 – Looking from balcony of Bankstown Council to the west over the subject site, with the Bankstown Library in the background



Figure 16 – Looking from balcony of Bankstown Council to the west over the subject site, with the Bankstown Library in the background

2.3. COUNCIL CHAMBERS

The heritage listed Council Chambers is located in the south western edge of the of block and at the corner of The Mall and Chapel Road. The Council Chambers was designed by Kevin Curtin. It was refurbished in the 1990s. The site comprises a number of mature trees and interpretation plaques with information on Bankstown's Mayors and the history of Bankstown City Council Chambers.

The following description of the Council Chambers has been provided by Bankstown Council.

The circular Council Chambers building is small in scale, and set within an informal landscaped setting. The single level building is accessed by two bridge like porches. The main entry is on the north elevation facing the Town Hall, with the secondary entrance on the east elevation facing the former Administration Building.

The structure is designed as two concentric circles with the Chambers occupying the inner circle. This inner circle of the building has a raised ceiling with domed sky light centred above it. The central space is open with raised seating lining the room. Despite its intimate scale the Chambers has seating for 20 Councillors, Mayor, Town Clerk and senior administrative officers plus public gallery seating for between 80-160 and a press room seating six. The outer ring of the building houses a Committee Room and adjacent facilities, Mayor's Room with ensuite, and Councillors Room with kitchen.

The building has a concrete floor slab that sits on piers supported on radial beams framing into a circumferential beam. The roof framing too is a complex of radial rigid frames of steel, supported horizontally at two levels against ring beams eccentric to each other. The lower ring beam of reinforced concrete is supported by steel columns. The external walls are clad with precast exposed aggregate panels. Precast columns at regular intervals frame aluminium framed windows. The columns also house the down pipes. The roof is shallow or flat with a central raised shallow drum. Located off centre of the circle form is the domed skylight. The overall roof form is clad in ribbed copper roof sheets with lapped and folded ribs.

The building has a basement level with steps leading to a tunnel that linked the building to the former Administration Building, formerly located to the east. While the Administration Building was demolished in 1998 after a fire, the tunnel and some of the basement areas remain below Paul Keating Park. Original internal finishes include terrazzo with inlaid design in the entry lobbies, timber panelling and timber built-in furniture in the smaller rooms.



Figure 17 – View of setting around Council Chambers.



Figure 18 – View towards side elevation of Council Chambers.

2.4. COUNCIL CHAMBERS HERITAGE CURTILAGE

The Heritage Division of the NSW Office of Environment and Heritage defines heritage curtilage as the area of land surrounding an item or area of significance which is essential for retaining and interpreting its heritage significance. Heritage curtilage is classified into four types:

- **Lot Boundary Heritage Curtilage:** for places where the heritage curtilage is defined by the legal boundary of the allotment. The allotment should contain all significant related features, for example outbuildings and gardens, within its boundaries.
- **Reduced Heritage Curtilage:** for places where the heritage curtilage is defined as an area less than the total allotment. This classification is applicable when not all parts of a property are associated with its significance, for example contemporary additions.
- **Expanded Heritage Curtilage:** for places where the heritage curtilage is defined as larger than the allotment. This classification is particularly relevant where views to and/or from a place are of significance
- **Composite Heritage Curtilage:** for larger areas that include a number of separate related places, such as heritage conservation areas based on a block, precinct or whole area.

The listed curtilage determined by Bankstown Council for the subject site under the Bankstown LEP 2015 listing is not defined by the lot boundary being Lot 6 of Deposited Plan 777510.

The identified curtilage of the heritage item identified by Bankstown Council is a **reduced heritage curtilage** based on the area identified in the figure below. This curtilage is applicable as the lot on which the heritage item (the Civic Centre Development) is located has undergone significant alterations (with the former administration building having been previously demolished and replaced with a park). The statement of significance development by Bankstown Council for the heritage item acknowledges that the loss of the Administration Building has reduced the overall significance of the Civic Centre group. The majority of the lot is not associated with the significance of the heritage item.

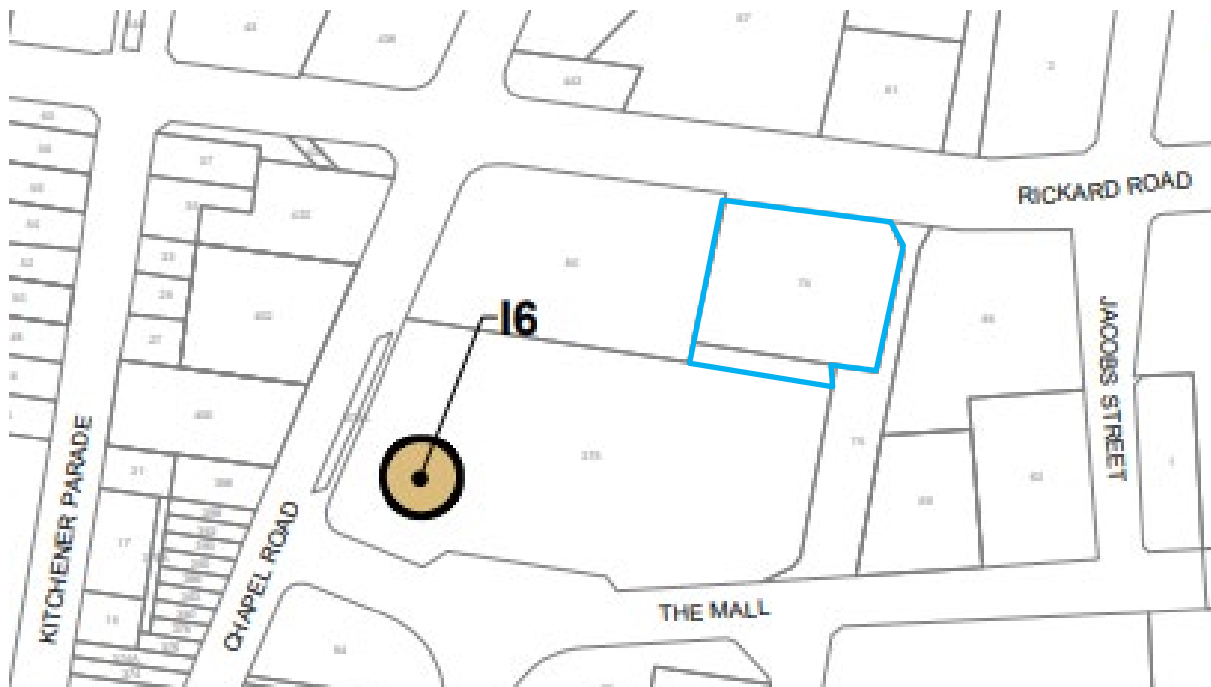






Figure 19 – Extract of heritage map showing the location of the subject site in blue and the extent of the heritage curtilage identified by Bankstown Council shaded brown.

Source: Bankstown Local Environmental Plan (LEP) 2015, Heritage Map HER_005

2.5. EXISTING VIEWS TO COUNCIL CHAMBERS

The below views towards the Council Chambers have been graded in terms of their significance.

View	Significance and Impact	Image
1	This is the most encompassing view of the heritage item from the street. The proposed tower would be visible behind the item in this view however would not obscure the view. Note that other buildings are visible in the background behind the heritage item.	 <p>View towards the heritage item from the south west.</p>
2	This is the most encompassing view of the entrance to the heritage item. The proposed tower would be visible behind the item in this view however would not obscure the view. Note that other buildings are visible in the background behind the heritage item.	 <p>View towards the heritage item from the south west.</p>
3	Views from Rickard Road to the heritage item are currently obscured by the contemporary eastern extension to the Bankstown Town Hall, the utilities building to the west of Paul Keating Park and the mature landscaping around the Council Chambers. It is not considered that this is a significant heritage view.	 <p>View towards the heritage item from the north east (Rickard Road).</p>

View	Significance and Impact	Image
4	<p>Views from the raised landing outside 68 Rickard Road towards the heritage item are currently obscured by the utilities building to the west of Paul Keating Park and the mature landscaping around the Council Chambers. It is not considered that this is a significant heritage view given the view is highly obscured and the viewpoint is from private property.</p>	 <p>View towards the heritage item from the raised landing outside 68 Rickard Road.</p>

3. HISTORICAL OVERVIEW

3.1. AREA HISTORY

The following history of Bankstown has been summarised from the Book of Sydney Suburbs.¹

The area now known as Bankstown was selected for settlement by Governor Hunter who named it in honour of the eminent botanist, Sir Joseph Banks. In 1795 George Bass and Matthew Flinders had explored the Georges River, named after King George III, the reigning monarch. They sailed along what would later be the southern boundary of the Bankstown municipality. The two explorers reported their findings along the waterway and received land grants in the Georges Hall area. Bass received the first grant in the area in 1798. His 100 acres lay in the vicinity of the present Hazel and Flinders Street. He did not farm it, and it eventually reverted to the crown. Matthew Flinder's grant was alongside Bass's. He brought more land, until he held 300 acres, but did not farm it. Lieutenant Shortland and Surveyor Hames Meehan also received grants. By 1799, 1,200 acres on both banks of the river had been granted to marines and ex-convicts.

The area developed slowly, as it was isolated from both Sydney and Parramatta. After Liverpool Road was constructed in 1814 it began to develop rapidly, and settlements grew up along the road.

Bushrangers were a problem along the road, and in Bankstown's early days, two bushrangers, Patrick Sullivan and James Moran, were taken to a set of makeshift gallows on the site of the present Bankstown water tower and hanged. A few days later three of their companions met the same fate. The intention was to discourage any convict from becoming a highway robber; the hangings had the required effect. There is no record of where the victims were buried; they were probably interred in nearby unconsecrated ground. In 1831, Michael Ryan was granted 100 acres in Bankstown, which included the site of the hanging, and for many years the place was called Ryan's paddock.

The Church of England school established in Bankstown in 1862 became the first public school in 1868 but was moved to North Bankstown in 1813. The first post office opened in 1863 but closed in 1918. Bankstown now has two post offices, one in Restwell Street and one in Bankstown Square.

Greenacre Park Estate was one of the first subdivisions in the Bankstown area. Subdivision began in about 1909 when the total population of Bankstown was less than 2,000. It was handled by famous estate agent and land developer Sir Arthur Rickard, who invented the scheme of £1 deposit down and the balance paid at 10 shillings a week, which gave many young couples the chance to own their home. One hundred and seventy-four blocks were sold by this method. Rickard built a statue at the entrance to the estate, calling it the Statue of Liberty.

When Bankstown railway station opened in 1909, when the railway line was extended from Belmore to Bankstown, it was known as Chapel Road. In 1926 the electrification of the railway took place and Bankstown became an easily accessible residential area. After the coming of the railway, a new business moved down to the new centre from Liverpool Road. In 1963 the first stage of the Bankstown Civic Centre was opened. Three years later the Bankstown Shopping Square was completed, and the Bankstown Town Hall opened in 1973. The suburb today has transferred from its rural past, with many migrants now calling the suburb home.

¹ Frances Pollon, *The Book of Sydney Suburbs* (1988) p. 19-20.

3.2. SITE HISTORY

The subject site once formed part of the original land grant to James Marshall on 8 March 1831. By the early 1900s, the land on which the subject site is situated is identified as being located within a lot owned by George Morris (Figure 19). The land of the subject site appears to have been slow to develop. Rickard Road first appears in the Sands Directory in 1910. Subdivision plans from 1911 indicate the subdivision of the northern portion of the block bound by Chapel Road to the west, Rickard Road to the north, The Appian Way to the east and Bankstown Railway to the south. The Appian Way and Rickard Road appear to have been constructed around 1910 at the same time the water main was extended along both roads.² The very western portion of the subject site forms part of the northern portion of The Appian Way.

The earliest development in the northern portion of the block in which the site is located was the Capitol Theatre, constructed in 1922 with a frontage onto Chapel Road. The Capitol Theatre served as a pseudo Town Hall and Civic Centre for Bankstown during the mid-twentieth century.



Figure 20 – 1904 map, with the approximate location of the subject site circled in red, indicated to be located within George Morris's grant.

Source: NSW LRS Historical Lands Records Viewer

² The Cumberland Argus and Fruitgrowers Advocate, 12 March 1910, p. 11, accessed via <http://nla.gov.au/nla.news-page8973371>

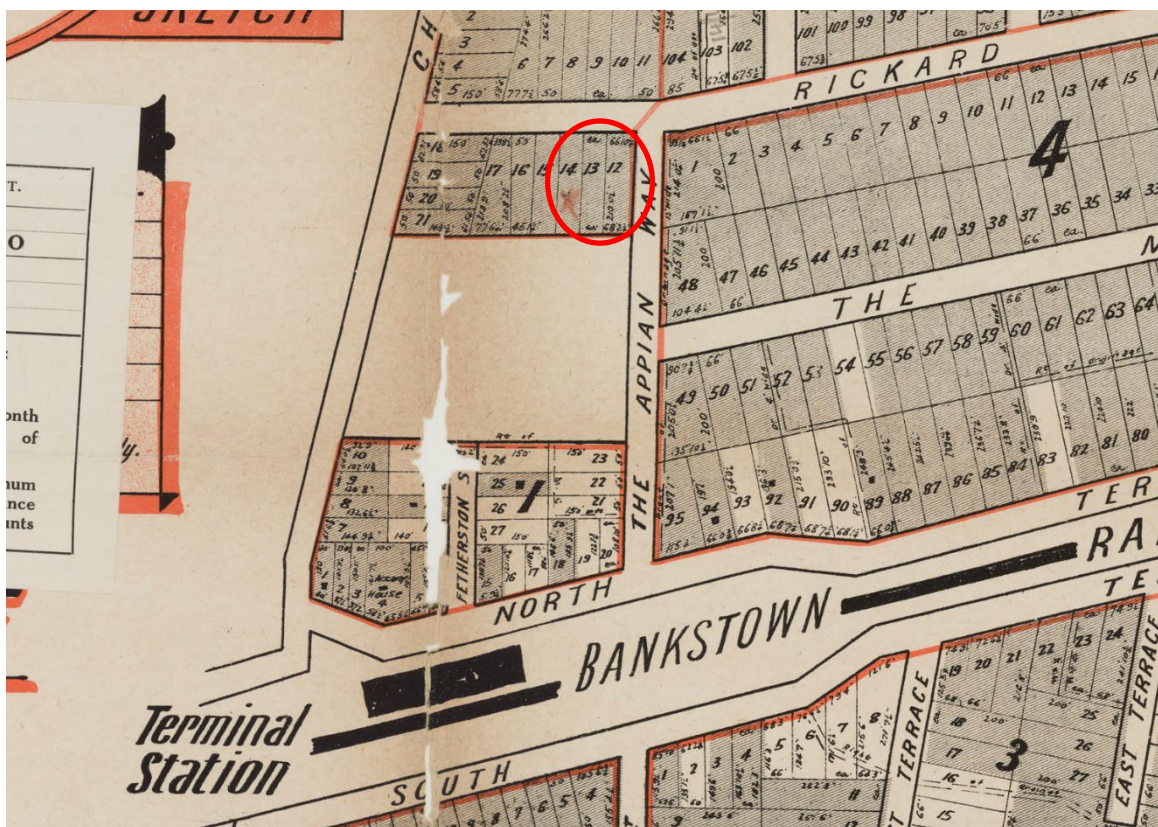


Figure 21 – 1911 subdivision plan of Greenacre Park Bankstown White's Estate, Bankstown. The location of the subject site is circled in red.

Source: SLNSW, Z/SP/B6/80

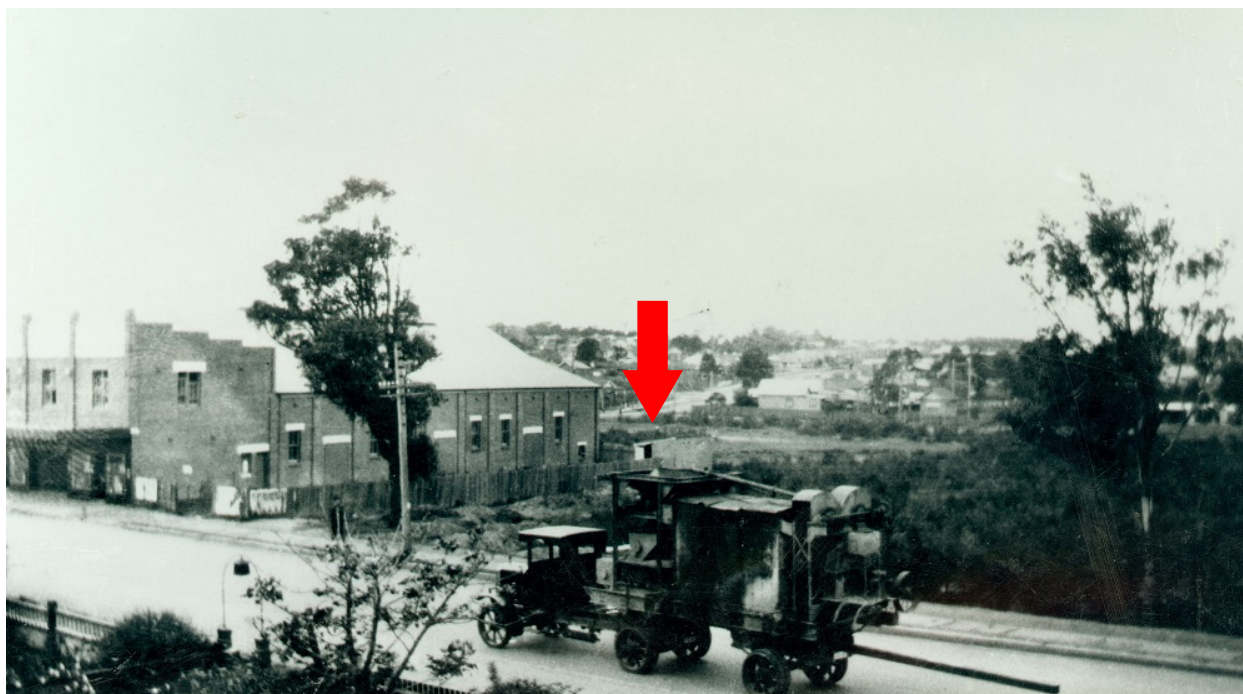


Figure 22 – 1928 photograph of the Capitol Theatre (featured left) in the vicinity of the subject site which is identified by the red arrow.

Source: Canterbury Bankstown Libraries, PH-0000142



Figure 23 – 1930 aerial photograph, with the approximate location of the subject site outlined in red. The subject site was undeveloped at this time, with the only development within the block being the Capitol Theatre.

Source: NSW LPI, CAC_18_879, 1930

The block on which the site is located remained in relatively the same condition throughout the 1930s and 1950s. By the early 1960s, the block had been substantially improved. The second Canterbury-Bankstown District ambulance station was constructed on the subject site, consisting of a brick structure with gabled roof clad with terracotta tiles. A skillion roof structure was located at the rear of the building where the ambulances would have been parked. Elsewhere on the block, a single storey library had been constructed at the corner of the Appian Way and The Mall. Two other small structures had been erected to the east of the subject site, in the location of the existing Blacktown Library.



Figure 24 – 1943 aerial photograph, with the approximate location of the subject site outlined in red.

Source: SIX Maps, 2019

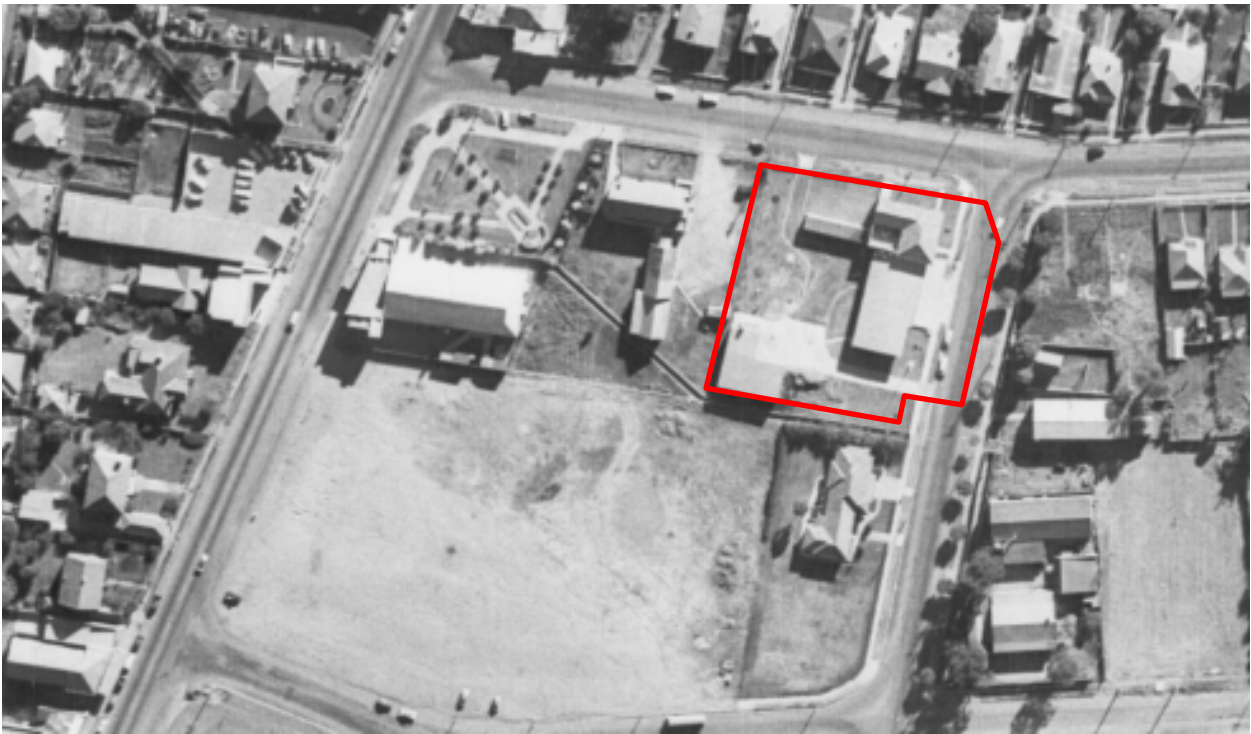


Figure 25 – 1960 aerial photograph, with the approximate location of the subject site outlined in red.

Source: NSW LPI, CAC_18_879, 1930

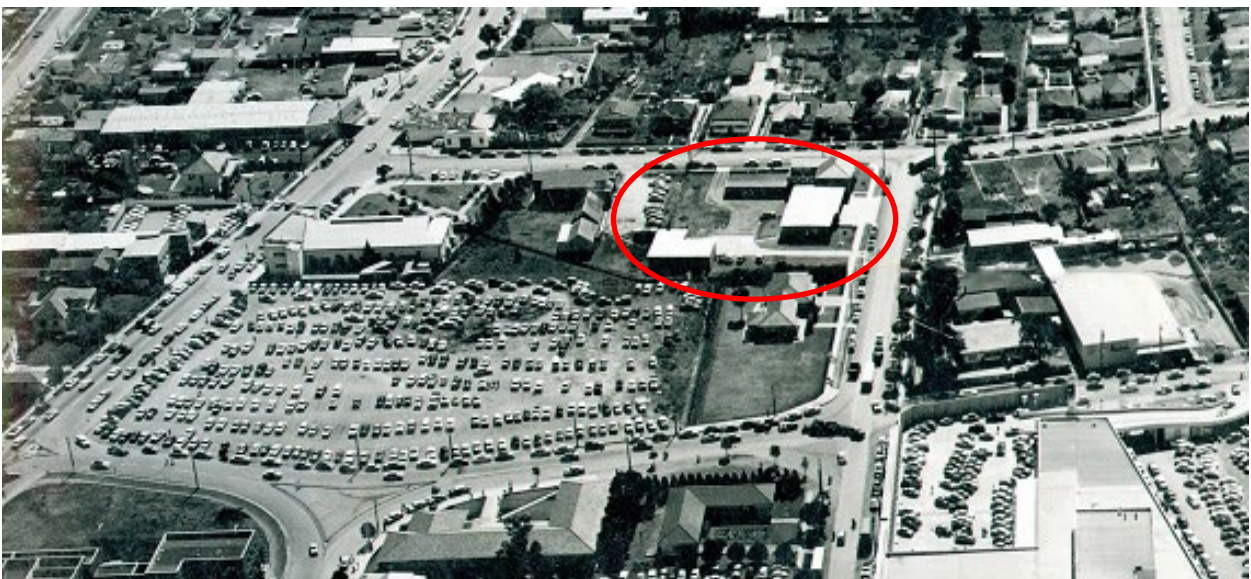


Figure 26 – Early 1960s oblique aerial photograph, with the approximate location of the subject site circled in red. The Ambulance station had been constructed on the site by this time.

Source: Canterbury Bankstown Libraries, 2019

By 1964, the block had been substantially more developed. Bankstown Council relocated its premises to the corner of Chapel Road and The Mall. In 1963 the Council Chambers 'Roundhouse', designed by Kevin Curtin, was constructed. The Round House formed Stage 1 of the formal arrangement of buildings completed in 1963 in the creation of the Bankstown Civic Centre.

The block was continually developed over the next decade with the erection of the Administrative Offices and Town Hall which opened in 1973.³ The subject site continued to be the location of the Ambulance Station throughout the 1970s and 1980s. Ownership of the subject site, however, transferred from the Health Administration Corporation in 1984 to Bankstown City Council in 1985.⁴

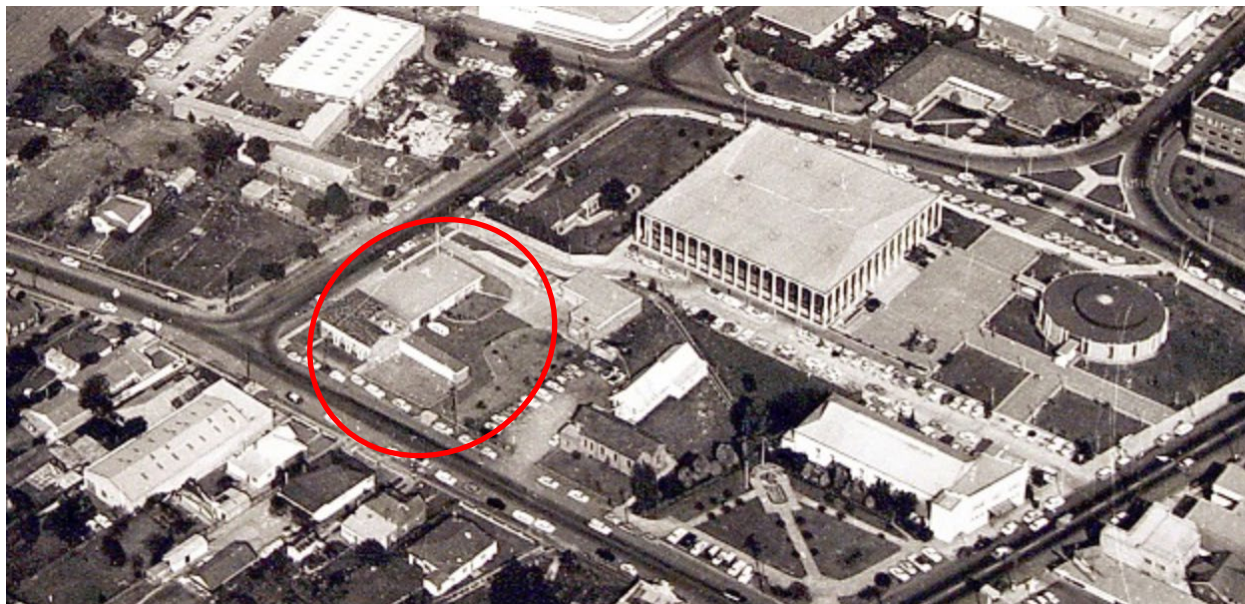


Figure 27 – 1964 oblique aerial photograph with the subject site circled in red.

Source: *Canterbury Bankstown Libraries, Local Studies display, PH-0001872*

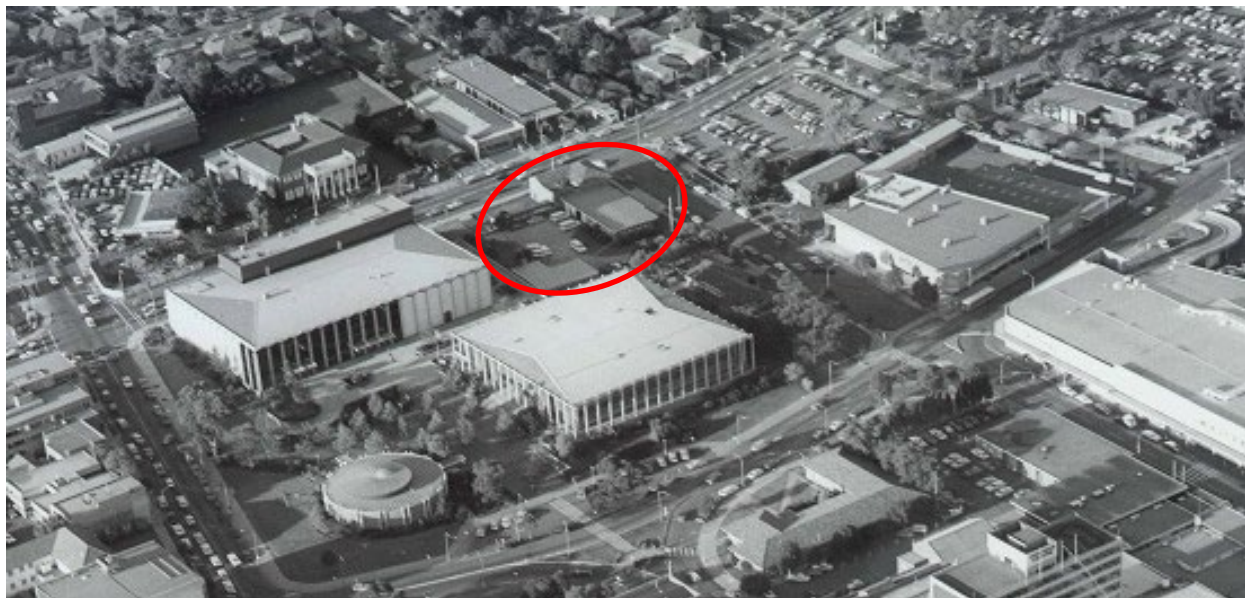


Figure 28 – c1970s oblique aerial photograph with the subject site circled in red.

Source: *Canterbury Bankstown Libraries, Local Studies display, PH-0002149*

³ Bankstown Historical Society, *Historical Tour of the Bankstown District, 6th Edition* (1997) P. 34

⁴ Vol. 12565 Fol. 241



Figure 29 – Bankstown Ambulance Station Office, c1970-1979, located at the corner of Rickard Road and the Appian Way.

Source: *Canterbury Bankstown Libraries, PH-0000502*



Figure 30 – Bankstown Ambulance Station Office, 1984, located at the corner of Rickard Road and the Appian Way.

Source: *Canterbury Bankstown Libraries, PH-0001718*

The civic centre of Bankstown continued to grow at the end of the 1980s with the construction of the Civic Tower at the corner of Rickard Road and the Appian Way, located directly to the east of the subject site. With the Ambulance Station no longer in the ownership of the Health Administration Corporation, the building was demolished by 1994 and replaced with a Council carpark. The northern end of The Appian Way was modified to accommodate the new carpark and Civic Tower and remains in the same configuration today.

In 1997, the Council Administration building, located directly to the south of the subject site burnt in a fire, leading to its eventual demolition in 1999. The small library located at the corner of The Appian Way and The Mall too was demolished. Paul Keating Park was constructed in its place and declared in 2000.

The subject site remained in the same configuration throughout the 1990s and through the 2000s. In 2012, the Bankstown Town Hall, located the west of the subject site, was partially demolished for the construction of the new Bankstown Library. Works were completed by 2014 along with new landscaping and carparking area on the subject site.

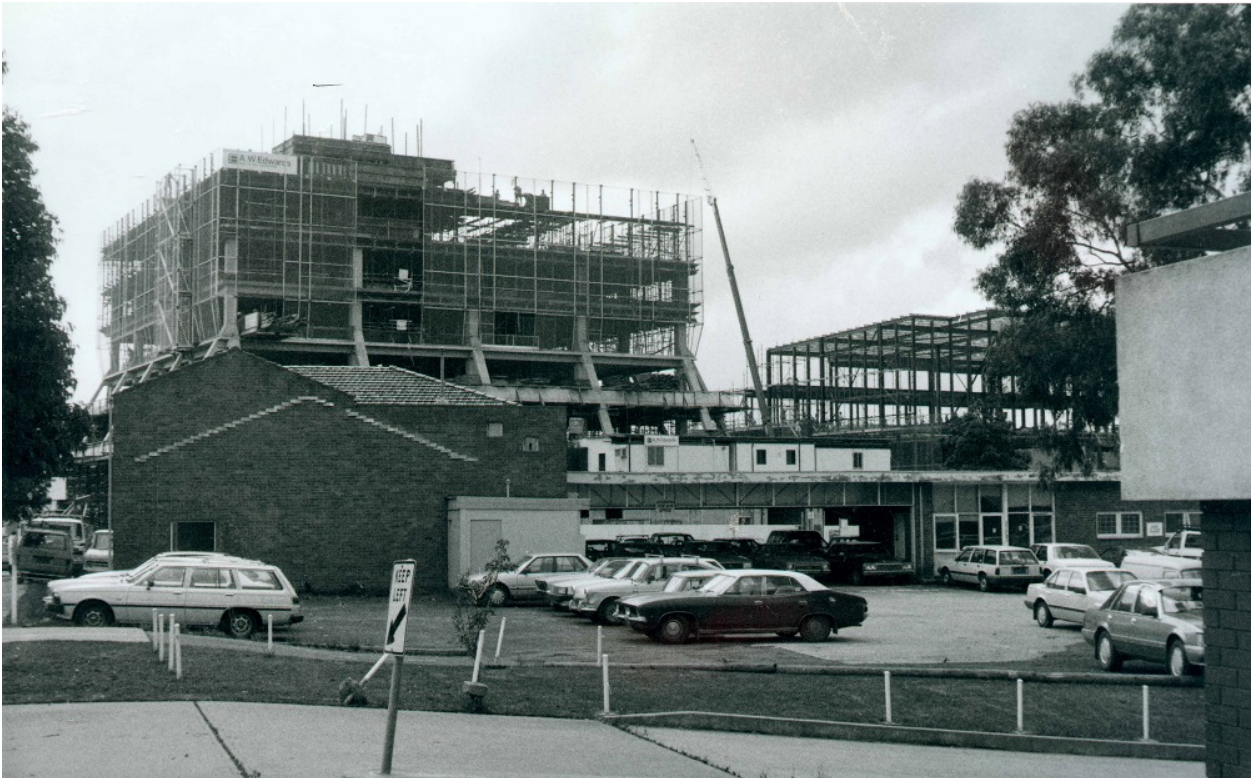


Figure 31 – Ambulance Station, with the construction of the Civic Tower and cinema complex, 1989

Source: *Canterbury Bankstown Libraries, PH-0000486*



Figure 32 – 1994 oblique aerial photograph with the subject site circled in red.

Source: *Canterbury Bankstown Libraries, PH-0002166*



Figure 33 – 1998 aerial photograph with the subject site outlined in red.

Source: *NSW LPI, 4452_12_103, 1998*



Figure 34 – 2007 aerial photograph with the subject site outlined in red.

Source: Google Earth Pro



Figure 35 – 2014 aerial photograph with the subject site outlined in red. Works are underway on the subject site for new landscaping and carparking area.

Source: Google Earth Pro

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

4.2. SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. There are two levels of heritage significance used in NSW: state and local. The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' guides.

Table 2 – Assessment of heritage significance

Criteria	Significance Assessment
A – Historical Significance <i>An item is important in the course or pattern of the local area's cultural or natural history.</i>	<p>The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The subject site however was the location of the second Canterbury-Bankstown District Ambulance Station. While performing a public service, the nature of its links with the community and local government function differs from other buildings which have existed on the site. It did not constitute one of the three buildings (Council Chambers, Administration Building and Town Hall) which Kevin Curtain and Partners were commissioned to design in the delivery of the Civic Precinct.</p> <p>Further to the above, there is no evidence remnant of the former ambulance station which was demolished in 1994.</p> <p>The subject site comprises a carpark and grassed area which have no historic significance.</p>
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> shows evidence of a significant human activity <input type="checkbox"/> is associated with a significant activity or historical phase <input type="checkbox"/> maintains or shows the continuity of a historical process or activity <input type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important activities or processes <input type="checkbox"/> provides evidence of activities or processes that are of dubious historical importance <input checked="" type="checkbox"/> has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
B – Associative Significance <i>An item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history.</i>	<p>There is no evidence which suggests the place has any connections with any person/s of importance to the local area's cultural or natural history.</p>

Criteria <u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> shows evidence of a significant human occupation <input type="checkbox"/> is associated with a significant event, person, or group of persons <input type="checkbox"/> 	Significance Assessment <u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important people or events <input type="checkbox"/> provides evidence of people or events that are of dubious historical importance <input checked="" type="checkbox"/> has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
C – Aesthetic Significance <i>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	<p>The subject site comprises a carpark and a small grassed area. The site does not demonstrate any important aesthetic characteristics.</p> <p>The subject site does not make any important aesthetic contribution to the setting of the heritage listed Council Chambers. There is no fabric comprised within the site which has any connection with the significant building. Further, although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its east (including the subject site).</p> <p>The subject site therefore has no aesthetic significance and makes no contribution to the aesthetic significance of the heritage listed Council Chambers.</p>
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/> is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/> is aesthetically distinctive <input type="checkbox"/> has landmark qualities <input type="checkbox"/> exemplifies a particular taste, style or technology <input type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> is not a major work by an important designer or artist <input checked="" type="checkbox"/> has lost its design or technical integrity <input type="checkbox"/> its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/> has only a loose association with a creative or technical achievement <input checked="" type="checkbox"/>
D – Social Significance <i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i>	<p>The subject site comprises a carpark and a small grassed area. As discussed above it further historically did not comprise the same typology of community buildings as the remainder of the block including the Council Chambers. There is no evidence which suggests that the subject site has importance in the local community.</p>

Criteria <u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> • is important for its associations with an identifiable group <input type="checkbox"/> • is important to a community's sense of place <input type="checkbox"/> 	Significance Assessment <u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> • is only important to the community for amenity reasons <input type="checkbox"/> • is retained only in preference to a proposed alternative <input type="checkbox"/>
E – Research Potential <i>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i>	It is beyond the scope of this assessment to assess archaeological potential.
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> • has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/> • is an important benchmark or reference site or type <input type="checkbox"/> • provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> • the knowledge gained would be irrelevant to research on science, human history or culture <input type="checkbox"/> • has little archaeological or research potential <input type="checkbox"/> • only contains information that is readily available from other resources or archaeological sites <input type="checkbox"/>
F – Rarity <i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i>	The subject site is not rare in Bankstown or NSW.
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> • provides evidence of a defunct custom, way of life or process <input type="checkbox"/> • demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/> • shows unusually accurate evidence of a significant human activity <input type="checkbox"/> • is the only example of its type <input type="checkbox"/> • demonstrates designs or techniques of exceptional interest <input type="checkbox"/> • shows rare evidence of a significant human activity important to a community <input type="checkbox"/> 	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> • is not rare <input type="checkbox"/> • is numerous but under threat <input type="checkbox"/>

Criteria	Significance Assessment
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):</i></p> <ul style="list-style-type: none"> • <i>cultural or natural places; or</i> • <i>cultural or natural environments.</i> 	<p>The subject site has no representative value.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> • is a fine example of its type <input type="checkbox"/> • has the principal characteristics of an important class or group of items <input type="checkbox"/> • has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/> • is a significant variation to a class of items <input type="checkbox"/> • is part of a group which collectively illustrates a representative type <input type="checkbox"/> • is outstanding because of its setting, condition or size <input type="checkbox"/> • is outstanding because of its integrity or the esteem in which it is held <input type="checkbox"/> 	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> • is a poor example of its type <input type="checkbox"/> • does not include or has lost the range of characteristics of a type <input type="checkbox"/> • does not represent well the characteristics that make up a significant variation of a type <input type="checkbox"/>

4.3. STATEMENT OF SIGNIFICANCE – SUBJECT SITE

The subject site has no heritage significance on a local or state level. It further makes no contribution to the identified significant values of the heritage listed Council Chambers located to the south west.

The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The subject site however was the location of the second Canterbury-Bankstown District Ambulance Station. Albeit the building performed a public service, the nature of its links with the community and local government function differs from other buildings which have existed on the site. It did not constitute one of the three buildings (Council Chambers, Administration Building and Town Hall) which Kevin Curtain and Partners were commissioned to design in the delivery of the Civic Precinct.

The subject site does not make any important aesthetic contribution to the setting of the heritage listed Council Chambers. There is no fabric comprised within the site which has any connection with the significant building. Further, although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its east (including the subject site).

4.4. STATEMENT OF SIGNIFICANCE - COUNCIL CHAMBERS

The following statement of significance for the heritage item in the vicinity of the subject site, 'Council Chambers' has been provided by Bankstown Council.

The Bankstown Council Chambers is of a local level of historical significance for its association with the activities of the Council over the last 45 years. This significance is enhanced by the fact that the item has maintained a continuity of use over that period, which continues today. The Council Chambers are also important as a component of the 1962 – 1976 Civic Centre development and for representing the aesthetic characteristics of that development, which is regarded as a competent design by a noted architect.

The Chambers is aesthetically distinctive and occupies a prominent place within the Bankstown Civic Centre and can be seen to have landmark qualities. The item is of aesthetic significance at a local level.

The Council Chambers is likely to be important to the local community's sense of place and to be of a local level of social significance as the visible representation of the local Council. It is likely that many members of the community have attended Council meetings or interacted directly with the site.

The Council Chambers also has representative values at a local level as a component of the 1962 – 1976 Civic Centre development. The Bankstown Civic Centre was one of a group of ambitious modernist Civic Centre developments that were undertaken in suburban centres throughout NSW in the 1960s. However, the loss of the Administration Building has reduced the overall significance of the Civic Centre group.

5. IMPACT ASSESSMENT

5.1. HERITAGE LISTING

The proposed development is located at 74 Rickard Road, and a portion of 375 Chapel Street, neither of which are identified on any heritage list. The proposed development does however extend partway onto the property at 375 Chapel Road. This property comprises a heritage item 'Council Chambers' located at 375 Chapel Road (item no. 16). It should be noted that the curtilage of this heritage item as defined by Bankstown Council does not encompass the entire lot (as shown in Figure 35) or the section of the lot to be occupied by the subject development.

As such, this assessment is required to assess the impact of the proposed development on the heritage item located in its vicinity.

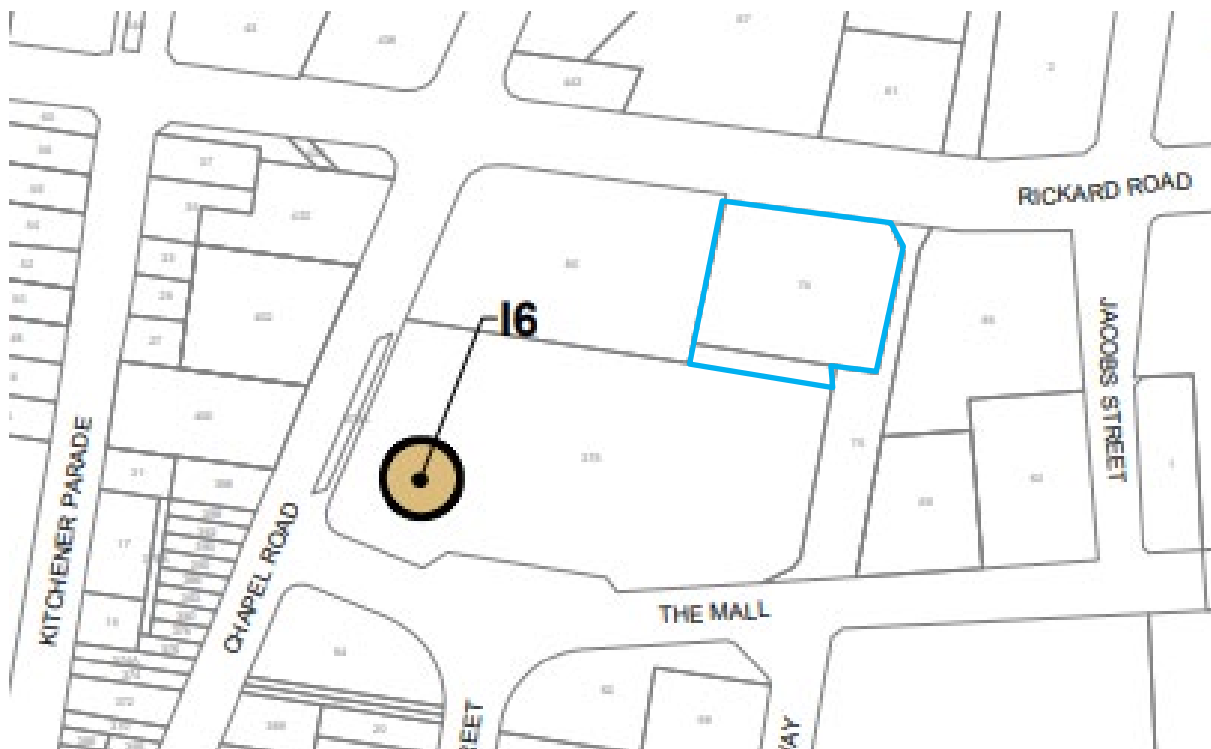


Figure 36 – Extract of heritage map showing the location of the subject site in blue.

Source: Bankstown Local Environmental Plan (LEP) 2015, Heritage Map HER_005

5.2. STATUTORY CONTROLS

5.2.1. Local Environmental Plan

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

Table 3 – Local Environmental Plan

Clause	Discussion
<p>(2) Requirement for consent</p> <p>Development consent is required for any of the following:</p> <p>(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):</p> <p>(i) a heritage item,</p> <p>(ii) an Aboriginal object,</p> <p>(iii) a building, work, relic or tree within a heritage conservation area,</p> <p>(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,</p> <p>(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,</p> <p>(d) disturbing or excavating an Aboriginal place of heritage significance,</p> <p>(e) erecting a building on land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</p> <p>(f) subdividing land:</p>	<p>The proposed development is predominantly located at 74 Rickard Road, Bankstown which is not identified on any heritage list. The proposed development does however include a portion of the property at 375 Chapel Road. This property comprises a heritage item 'Council Chambers' located at 375 Chapel Road (item no. 16). It should be noted that the curtilage of this heritage item as defined by Bankstown Council does not encompass the entire lot (as shown in Figure 35) or the section of the lot to be occupied by the subject development.</p> <p>As such, this assessment is required to assess the impact of the proposed development on the heritage item located in its vicinity.</p>

Clause	Discussion
<p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.</p>	
<p>(4) Effect of proposed development on heritage significance</p> <p>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).</p>	<p>The proposed development has been assessed in detail below. The assessment concludes that the proposed works would have no impact on the significance of the heritage listed Council Chambers.</p>
<p>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>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.</p>	<p>This report has been prepared in response to this provision.</p>

5.2.2. Assessment of Heritage Impact

The below observations have been set out in regard to the potential heritage impact of the proposed works on the heritage listed Council Chambers.

- The proposed works is partly located on the lot which comprises the heritage item. However, no works are proposed within the heritage listed curtilage defined by Bankstown Council and there is no physical impact anticipated as a result of the proposed works.
- Although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings as shown in the historical overview in Section 3 above in this report. The Council Chambers was designed to have a close physical association with the Administration Building and Town Hall, which it was built concurrently with to implement the three stages of the Civic Precinct. It is noted that the administration was in significantly closer proximity to the listed item than the proposed building. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its north east and the development of the subject site as proposed would have no heritage impact.

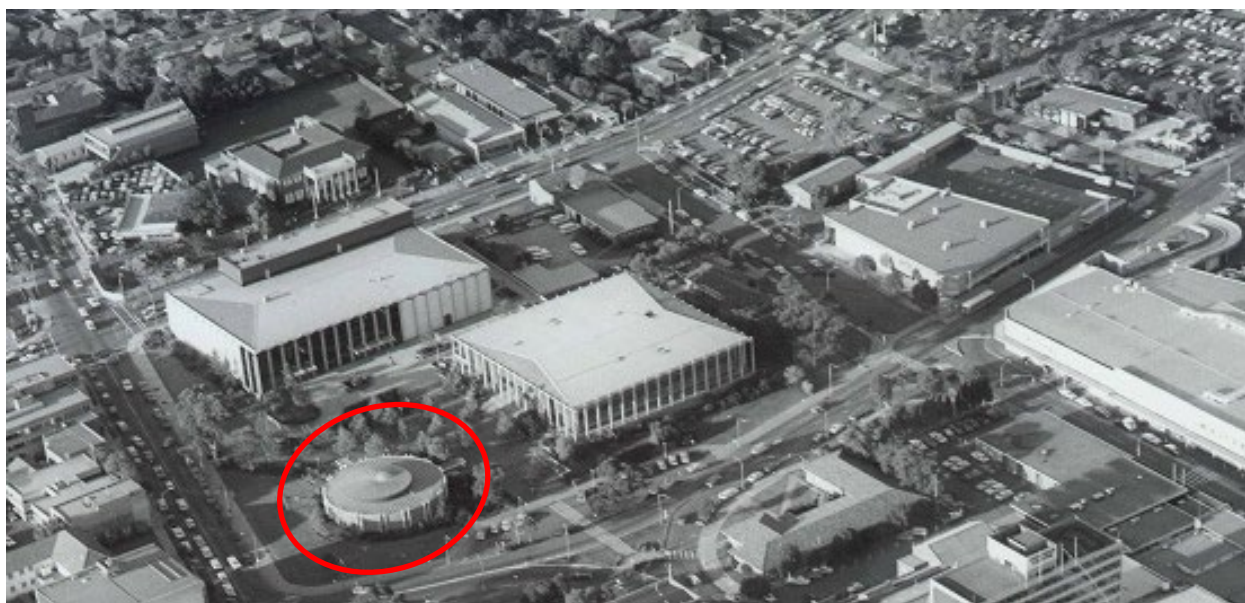


Figure 37 – c1970s oblique aerial photograph showing the historic development surrounding the heritage listed item circled red.

Source: *Canterbury Bankstown Libraries, Local Studies display, PH-0002149*

- Given the array of buildings which have been located on the subject site and the unique siting of the Council Chambers there is no significant, discernible historic subdivision pattern which would be impacted by the extension of the proposed building minimally southward onto council. It is not considered that there would be any heritage impact as a result of the southward extension of the building.
- The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The subject site however was the location of the second Canterbury-Bankstown District Ambulance Station. Albeit the building performed a public service, the nature of its links with the community and local government function differs from other buildings which have existed on the site. The use of the subject site for civic purposes is therefore not considered necessary from a heritage perspective.
- There are no existing significant views south from Rickard Road towards the heritage item (refer to views set out in Section 2.5). Bankstown Library and Town Hall and substantial mature vegetation currently obscure views. Further it should be considered that there were no historic views from this vantage point given the Ambulance Station and Administration Building which existed at (or shortly after) the time of the construction of the Council Chambers (refer to the image above). The redevelopment of the open space of the subject site would therefore not obscure any significant views and is therefore acceptable.

- The proposed building would be visible to the rear of the Council Chambers when the latter is viewed from the intersection of Chapel Road and The Mall. However, it should be noted that the proposed building is in keeping with the character of the Bankstown City Centre and the character of existing buildings which are also visible from this vantage point (including that at 68 Rickard Road and 75 Rickard Road).



Figure 38 – Existing development visible in the broad context of the Bankstown City Centre.

- As per the above point, the scale of the building is supported on the basis that is in keeping with the scale and character of the Bankstown City Centre. However, in order to ensure that the proposed building would not dominate the context of the heritage listed item the building has been designed in a modular form with 4 distinct components which splay at different angles to the south west corner of the site (closest to the heritage item – as shown below). This is in contrast to the more formal prismatic arrangement of the northern presentation which responds to the existing forms along Rickard Road.
- The substantial mature plantings surrounding the heritage item (which are outside the subject site and would be retained) would ensure that the heritage item is still able to be read in isolation, and the character of the immediate context would remain unchanged.
- The landscaping on the ground plan is largely confined to the eastern boundary of the site. However, in addition to the above, landscaping has been incorporated throughout the building form which softens the presentation of the building in visual context of the heritage listed item. Substantial outdoors areas are created by the splay of the building forms and mature landscaping would be incorporated into the areas. Landscaping is visible on all four facades of the proposed building.



Figure 39 – Render of the south west corner of the proposed building.

Source: Lyons

5.3. HERITAGE DIVISION GUIDELINES

The proposed works are addressed in relation to relevant questions posed in the Heritage Division's 'Statement of Heritage Impact' guidelines.

Table 4 – Heritage Division Guidelines

Question	Discussion
The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:	The proposal would have no physical impact on the heritage listed item and would respect its identified heritage values as detailed below in this table.
The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts:	There are no detrimental impacts anticipated as a result of the proposed works.
The following sympathetic solutions have been considered and discounted for the following reasons:	N/A
New development adjacent to a heritage item How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects? How is the impact of the new development on the heritage significance of the item or area to be minimised?	There would be no impact on any existing significant views to or from the heritage item. The subject site is currently underutilised, being a carpark and small green space. The new development would maximise the potential of the site and would be in line with the character of Bankstown City Centre. The proposed development would be located partly on the property that is identified at 375 Chapel Road. However, it

Question	Discussion
<p>Why is the new development required to be adjacent to a heritage item?</p> <p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p> <p>Is the development sited on any known, or potentially significant archaeological deposits?</p> <p>If so, have alternative sites been considered? Why were they rejected?</p> <p>Is the new development sympathetic to the heritage item?</p> <p>In what way (e.g. form, siting, proportions, design)?</p> <p>Will the additions visually dominate the heritage item?</p> <p>How has this been minimised?</p> <p>Will the public, and users of the item, still be able to view and appreciate its significance?</p>	<p>would not encroach on the heritage listed curtilage of the item as defined by Bankstown Council. The area to the east of the Council Chambers was previously occupied by the Administration Building (before it was burnt in 1997) which was constructed in conjunction with the Council Chambers. Therefore, the construction of the proposed development would not have an unacceptable impact in terms of the curtilage around the heritage item.</p> <p>It is beyond the scope of this assessment to assess archaeological potential.</p>

6. CONCLUSION AND RECOMMENDATIONS

The subject site has no heritage significance on a local or state level. It further makes no contribution to the identified significant values of the heritage listed Council Chambers located to the south west.

A detailed assessment of the potential heritage impact of the proposed works on the significance of the Council Chambers (refer Section 4.4) have been undertaken in Section 5 of this report. Key aspects of the assessment are listed below:

- The proposed works is partly located on the lot which comprises the heritage item. However, no works are proposed within its curtilage and there is no physical impact anticipated as a result of the proposed works.
- The subject block has been historically linked with civic purposes. Development on the block included a library, administrative offices and a Town Hall. The subject site however was the location of the second Canterbury-Bankstown District Ambulance Station. Albeit the building performed a public service, the nature of its links with the community and local government function differs from other buildings which have existed on the site. The use of the subject site for civic purposes is therefore not considered necessary from a heritage perspective and the proposed university building is supported.
- Although the open space allows a visual curtilage around the Council Chambers, the centre was built at a time where the subject site, and the site immediately to the south were occupied by substantial buildings as shown in the historical overview in Section 3 above in this report. The Council Chambers was designed to have a close physical association with the Administration Building and Town Hall, which it was built concurrently with to implement the three stages of the Civic Precinct. It is noted that the administration was in significantly closer proximity to the listed item than the proposed building. The aesthetic significance of the Council Chambers is therefore not historically vested in the open space to its north east and the development of the subject site as proposed would have no heritage impact.
- There are no existing significant views south from Rickard Road towards the heritage item. Bankstown Library and Town Hall and substantial mature vegetation currently obscure views. Further it should be considered that there were no historic views from this vantage point. The redevelopment of the open space of the subject site would therefore not obscure any significant views and is therefore acceptable.
- The proposed building is in keeping with the character of the Bankstown City Centre and the character of existing buildings which are also visible from the context of the Council Chambers (including that at 68 Rickard Road and 75 Rickard Road).
- The substantial mature plantings surrounding the heritage item (which are outside the subject site and would be retained) would ensure that the heritage item is still able to be read in isolation, and the character of the immediate context would remain unchanged.

For the reasons stated above, the proposed works are supported from a heritage perspective.

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7.1. BIBLIOGRAPHY

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