

BATHURST INTEGRATED MEDICAL CENTRE

&

GEORGE STREET CARPARK



STATEMENT OF HERITAGE IMPACT

The Former Clancy Motors site

Cnr. Howick Street and Milne Lane Bathurst NSW 2795

Proposal

The following Statement of Heritage Impact is to accompany the Planning Proposal for increased height and FSR toward the future construction of the Bathurst Integrated Medical Centre & the George Street Carpark.

Location

The Former Clancy Motors site

Cnr. Howick Street and Milne Lane Bathurst NSW 2795

Comprising: A-DP 163425; B-DP 568837; 1-DP 568837; 71-DP 579908; 20-DP 549764; 17-DP 584625

Council/RSL Carpark: 11-DP 1160748

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1.0 INTRODUCTION

This Statement of Heritage Impact has been prepared in accordance with the guidelines as set out by the NSW Heritage Office and the Department of Urban Affairs and Planning.

Reference is also made to the:

- Bathurst Regional Development Control Plan 2014, with particular reference to Section 10 Urban Design and Heritage Conservation; and
- *The Burra Charter, The Australia ICOMOS Charter for Places of Cultural Significance* (2013).

This statement aims to establish the context in which this specific development is proposed, and an assessment of the heritage impacts that the proposal will have on the heritage place.

2.0 PROPOSAL - AMENDMENT TO BATHURST LOCAL ENVIRONMENT PLAN (2014)

The proposed amendment to the Bathurst Local Environment Plan (2014) is to a site-specific area of the block bounded by Howick, George, Russell and Rankin Streets. The primary street frontage is Howick Street, Bathurst. Primary vehicular access points are Milne Lane from Howick Street and Gallipoli Road from Rankin Street.



Figure 1 The Proposed Site for Amendment

The proposed amendment seeks to:

- increase the maximum height for the Bathurst Integrated Medical Centre (BIMC) site from 12m to 29m and the George Street Carpark (GSC) site from 12m to 21m
- increase the maximum FSR of the BIMC site from 2:1 to 2.6:1
- introduce a design excellence clause that would apply to future development applications on the site, and which requires the following matters to be addressed:
 - building design and siting including bulk, massing, modulation, lower and upper-level setbacks and materials;
 - visual impacts and impacts on views;

- the streetscape and identified heritage values;
- environmental impacts such as sustainable design, overshadowing, wind and reflectivity,
- pedestrian, cycle, vehicular and service access, circulation and requirements
- the relationship to the public domain; and
- urban landscaping.

The purpose of the proposed amendment is to seek new height limits and FSR. This would establish potential new building envelopes for the site and would provide a policy framework that will guide the future development of the site. The objective of this amendment is for the appropriate development of this site and to ensure that any future development does not create negative outcomes.

The following statement provides an assessment of any potential visual impacts and or any other impacts to the surrounding cultural heritage values that might occur through the introduction of the proposed amendment. This assessment largely applies to the proposed impact of the potential maximum building envelope.

3.0 CULTURAL SIGNIFICANCE

The subject site - the former Clancy Motors site and the Council carpark, are included in the Bathurst Heritage Conservation Area.

3.1 Bathurst Conservation Area Statement of Significance

The following statement of significance has been sourced from the *Bathurst Regional Development Control Plan*, 2014, page 173.

The conservation area of Bathurst City is historically significant because it includes the commercial and civic heart of Bathurst and reflects the nineteenth century development of this important NSW provincial centre. Bathurst was the first town founded west of the Blue Mountains, and it was a place that developed a high level of prosperity during the latter half of the nineteenth century, particularly as a consequence of the gold rushes of the central west region as well as the pastoral and other industries of the Bathurst district. Additionally, much of the conservation area is of integral social importance for the community because of its lengthy association with various themes in Bathurst's history.

Incorporating a wide range of building forms, types and styles, the area has a richness of cultural features. It includes a number of excellent examples of particular architectural styles from the Victorian and Federation eras, and these include Classical, Gothic and Romanesque styles among others.

With its historic character, the cohesiveness created by the red brick used in many of the buildings, the landmark qualities of the spires, domes, massing and other attributes of a number of the buildings, the inherent qualities of the architectural styles represented, and the fine parks and streets, the conservation area is a part of Bathurst that has strong streetscape and other aesthetic qualities.

3.2 Bathurst Conservation Area Management Strategy (BCAMS)

The BCAMS identifies those places that are either: Contributory (Blue), Neutral (Yellow) or Intrusive (Red). Clancy Motors at 252 Howick Street has been assessed as being Intrusive.

This site is shown in the BCAMS map below, see arrowed and inset area.

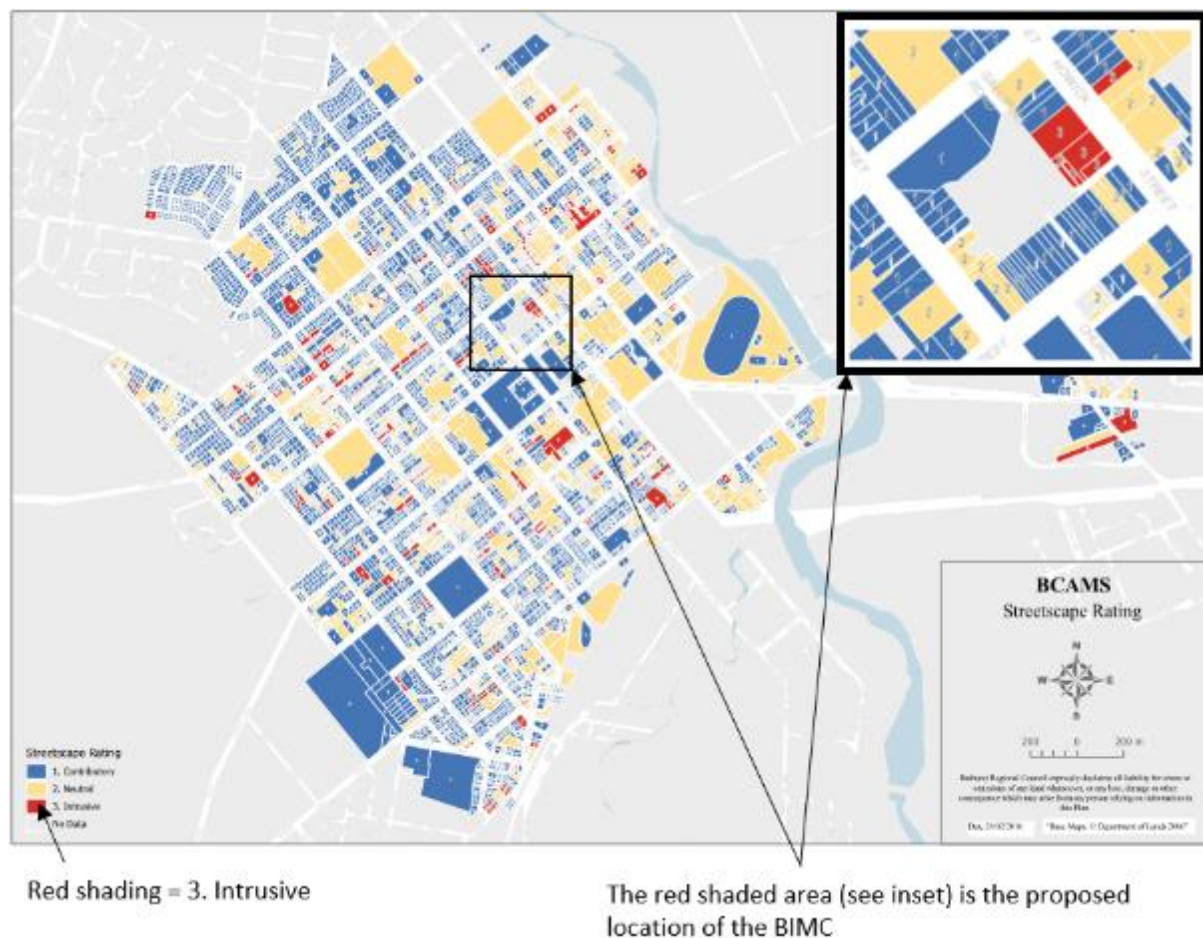


Figure 2 Site Location within the BCAMS map

The Inventory Sheet for this site supports this classification as it is described as follows:

"The site has no known significance."

However, the site does have potential archaeological significance as it is known to be the site of Busby House, the earliest Bathurst house built for a private individual which in turn became the site of the earliest medical centre and hospital for Bathurst (information provided by the Bathurst Regional Council).

4.0 DESCRIPTION OF THE SITE AND IMMEDIATE SURROUNDS

The proposed site includes the former Clancy Motors at 252 Howick Street. The former Clancy Motors site has a substantial street presence with a large show room, asphalted open spaces and a large shade structure to the north of the show rooms.

The show room has a typical 20th century modernist form. It is large rectangular building, with a flat roof, pronounced parapet with a glazed shopfront window to the full extent of the Howick Street frontage. The side elevations are rudimentary with limited glazing and entrance areas. The shade structure has an arched roof with a simple truss forming the primary architectural features.



Figure 3 The former Clancy Motors, 252-256 Howick Street Bathurst

The GSC site is to be constructed over the existing council centre-block public car parking area. The site is comprised of on grade bitumen carpark and roads, with sporadic tree planting, electrical services infrastructure and public amenities block.



Figure 4 The existing George Street carpark

5.0 ANALYSIS OF THE BUILT CHARACTER OF THE IMMEDIATE AREA

The following sections describe the surrounding environments. These locations are referenced in the below map. Images are sourced from Google maps and Google street view.



Figure 5 Site Map with surrounding features and indicated project site

LOCATION A - 240 Howick Street

240 Howick Street to the southeast of the site consists of two single storey buildings and a two-storey corner building (corner of Howick and George Streets). All three buildings are of masonry construction - either rendered or painted. They have been classified as being of contributory significance.



Figure 6 240 Howick Street

The two single storey buildings immediately adjacent to the subject site have parapets (different styles) and cantilevered canopies. Both buildings have tiled/rendered shop fronts with shop front glazing.

LOCATION B - Western corner of George and Howick Street



Figure 7 Western corner of George and Howick Street

The corner building further southeast has strong links back to the 19th century and has had many physical iterations. The 19th century form sees it with a single storey verandah with the upper floor showing typical late 19th century decorative features such as: a decorative parapet; a rendered cornice; string coursing and a pedimented feature to the corner. This richly decorative building was modified c1920s and the single storey verandah was retained but much of its decorative cast iron work was removed. The upper floor windows were altered with the upper sash retaining its multi pane form and the lower sash being replaced with a single glazed pane. The decorative parapet was also modified and simplified. These changes reflect the typical design approaches of the 1920s

and would have been seen as modern. Today the building has retained the glazing patterns from the 1920s façade, but the parapet has been altered through the removal of many of the 19th century decorative features. Later additions include embellishments such as feature pediments. The single storey verandah has been removed with the construction of a cantilevered canopy. The ground floor has been much altered and is a mixture of glazed finishes.

LOCATION C - 258 – 262 Howick Street

The character of the area to the immediate northwest of Clancy Motors changes from commercial to residential. This change of character is evident on both sides of Howick Street (east and west). 258 and 262 Howick Street are both early 20th century residences and are identified as Contributory.



Figure 8 258 and 262 Howick Street

LOCATION D - Directly opposite

A Good Year Tyre service business is directly opposite the subject site and there is a single storey office building to the north and two double storey commercial buildings to the south. This group is identified as Neutral.



Figure 9 Goodyear tyres and two storey commercial buildings

LOCATION E - Residential styles to the north

Further to the north (and on the east side of Howick Street) the character changes to an early 20th century residential character and is commensurate to that found on the other side of Howick Street. These places are Contributory to the Conservation Area.



Figure 10 Early 20th Century residential styles, now utilised as commercial office spaces

This group of residential style buildings, which are now used as commercial offices and reflecting the transitional nature of the area, are of note for their integrity and intactness. The similarity of style and decorative features contributes to their significance.

LOCATION F - The northern corner of Howick and George Streets

The corner building is a commercial shop front styled on the interwar period and as such has reproduced many of the typical architectural features. It is identified as being Contributory however this is a reproduction building and therefore 'fake' heritage.



Figure 11 Northern corner of George and Howick Street

LOCATION G - George Street

The section of George Street west of Howick Street has high cultural heritage values. This is supported by its integrity and a relatively high degree of intactness. The streetscape is representative of the identified cultural values as found in the statement of significance.

The street is flanked on both sides with two storey commercial development of a similar period and style. These buildings while having suffered during the 20th century are still of high quality and speak to the history of the town. The built fabric has largely retained many of the significant features and is of note.



Figure 12 George Street streetscape west of Howick

The section of George Street east of Howick Street does not have the uniformity found on the west side of Howick Street. The two buildings identified in figure 13 (south side of George Street) show two different approaches to infill development. One is a contemporary interpretation of a commercial building with a single storey veranda roof. The second building, with two storey veranda and balcony, is a reproduction heritage style and as such is 'fake heritage.' The opposite side of George Street seen in Figure 14 (north) has a similar arrangement with a reproduction building on the corner, flanked by a contemporary infill. Adjacent to these are a group of heritage buildings (Figure 15), which like other similar period buildings in this area have had their veranda's removed. The quality of their architecture, and their commercial streetscape contribution, supports a distinct heritage character in this particular section of George Street.

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Figure 13 George St east of Howick - indicating mix of modern and older styles with veranda, noting that both are contemporary, with one demonstrating reproduction architecture and as such is fake heritage.



Figure 14 George St east of Howick and on the north side. Noting that both are contemporary with one demonstrating faux heritage reproduction architecture



Figure 15 George St east of Howick and on the north side. These heritage buildings that have largely retained their integrity. Noting that their veranda's have been removed

CONSERVATION AREA TO THE SOUTH OF GEORGE STREET

LOCATION H - Howick Street

The east side is largely commercial in character with a large proportion of buildings classified as being neutral (BCAMS) and there is a limited heritage contribution. The western side is dominated by the Presbyterian church. This ecclesiastic group has a great presence in this area, and this is emphasised by its location on the rise. Through its scale, architecture and materiality it defines a change of character from commercial to civic. The introduction of a Brutalist styled Post Office in the late 20th century is intrusive and does diminish the strong ecclesiastic character found in this area. However, through the quality of design, scale, the use of face brick the integrity of this religious precinct is retained.



Figure 16 The Presbyterian Church and Post Office in the distance

LOCATION I - Historic Centre at Howick, Russell, George and William Streets

The primary civic and public areas, including the parks and landscaped streetscapes, are roughly defined by Howick, Russell, George and William Streets. This area has many fine civic and public buildings and spaces. It is clearly of high significance and includes notable buildings such as the Courthouse, Churches, the Carillon, Memorials and Machattie Park. The area is of note for its integrity and intactness.

The intrinsic cultural values (historic, aesthetic and social) of this section of the conservation area are expressed in the following extract from the Statement of Significance:



Figure 17 Bathurst War Memorial Carillon



Figure 18 The historic Bathurst Courthouse building

Incorporating a wide range of building forms, types and styles, the area has a richness of cultural features. It includes a number of excellent examples of particular architectural styles from the Victorian and Federation eras, and these include Classical, Gothic and Romanesque styles among

others. With its historic character, the cohesiveness created by the red brick used in many of the buildings, the landmark qualities of the spires, domes, massing and other attributes of a number of the buildings, the inherent qualities of the architectural styles represented, and the fine parks and streets, the conservation area is a part of Bathurst that has strong streetscape and other aesthetic qualities.¹



Figure 19 19th Century view of the civil and public area <https://www.bathurstregion.com.au/>

LOCATION J – Howick Street between Rankin and Stewart Streets



Figure 20 Howick Street between Rankin and Stewart Streets

This section of Howick Street is characterised by its turn of the 20th century/early 20th century architecture. There are a number of fine and substantial examples from this period. The south side has the highest integrity and the most intact residential examples. The streets are wide, and the street trees contribute to its character.

¹ Bathurst Regional Development Control Plan, 2014, p 173

LOCATION K – Rankin Street between Russell and Durham Streets

This area is characterised by intact areas of significant residential buildings interspersed with commercial development. The area between Durham and Howick Street, has a relatively high concentration of contemporary buildings. Its integrity, in terms of concentration of significant fabric, is moderated by the later non-significant infill buildings. The heritage integrity of the area between Howick and Russell Street is also interspersed by commercial buildings and a diversity of residential heritage architectural styles. Residential buildings here demonstrate particular regional characteristics. They are of note for the retention of their integrity and for the maintenance and preservation of architectural values. Adjacent to these are large modern infill buildings including the Bathurst Police Station to the northern side and the Bathurst RSL Club to the south.



Figure 21 - Rankin Street between Russell and Howick – residential houses, with police station to the left



Figure 22 Rankin Street between Russel and Howick - Bathurst RSL Club

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Figure 23 Rankin Street between Howick and Durham - mixed commercial and residential

6.0 HISTORY OF THE SUBJECT SITE

The Bathurst region rests within the traditional lands of the Wiradjuri people. The Wiradjuri are the people of the three rivers – the Wambool (Macquarie), the Calare/Kalari (Lachlan) and the Murrumbidgee. For many thousands of years before the arrival of European settlers, the Wiradjuri use of fire, hunting and agricultural practices shaped the landscape of the Bathurst plains.

Post contact, the township area was altered through changes to the settlement patterns. Bathurst is recognised as being Australia's oldest European inland settlement. It dates from 1815, when the township was proclaimed by Governor Macquarie. Physical evidence from this early period of development is rare.

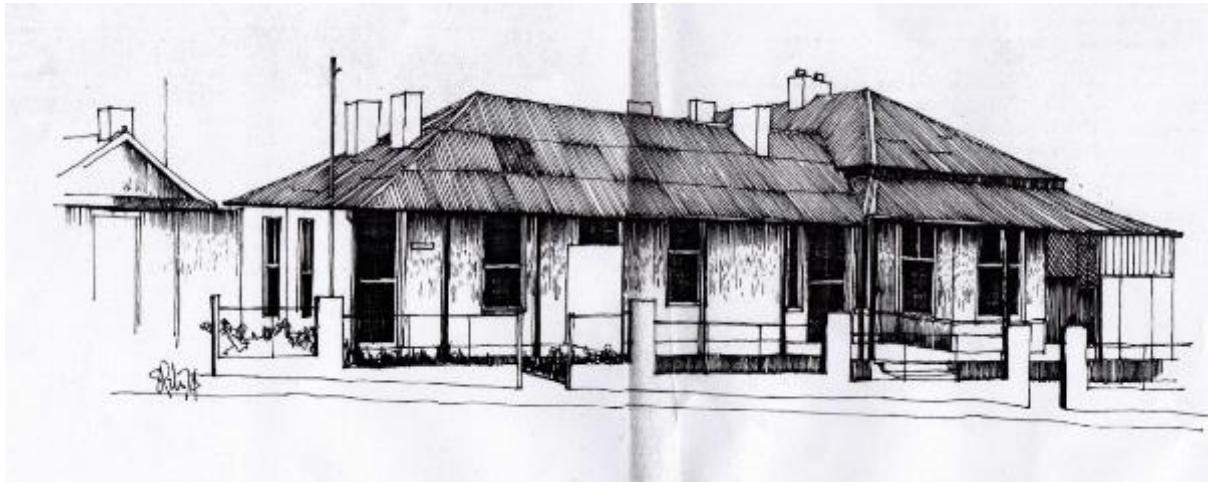


Figure 24 Dr Busby's cottage.

Image courtesy of Bathurst Regional Council

The proposed site is known for its association with Dr George Busby who built his house on the subject site in 1838 and it is recognised as being the oldest Bathurst house built for a private individual. Dr Busby was the son of John Busby an engineer who designed the bore which provided Sydney's first water supply. George Busby became a government medical officer at Bathurst after graduating from University in Edinburgh in 1823. Busby married Agnes Thomson (the sister of a Presbyterian minister) and soon after they purchased two town lots (part of the present-day Clancy Motors) and built a house. The house was later used as a hospital (c20th century) and later divided into two buildings. It was demolished in 1974. Since then, the site has had a commercial use.

It is important to recognise the early history of this site as it is of considerable significance in terms of understanding the historic importance of Bathurst and how it developed. It is recommended that a physical interpretation and representation of this history and place is included in the development scope. This should include recognition of the local Aboriginal community. The interpretation could take the form of interpretive signage or be incorporated into public art in the precinct. There are a number of positive opportunities that could come from targeted interpretation. This includes the creation of a sense of place through a better understanding of the history of this site.

It is also noted that ongoing historical research is being undertaken with the Bathurst District Historical Society to provide further information from Council's historic rate books toward inclusion in any interpretative signage or artwork scope.

This site is identified as having potential archaeological cultural heritage significance.

7.0 PROPOSED DEMOLITION

Clancy Motors, 252 Howick Street, Bathurst

Clancy Motors is identified as intrusive in the BCAMS streetscape ratings.

The demolition of the structures associated with this site will have no physical impact on the significance of the Conservation Area. Noting that there is potential archaeological significance.

8.0 ANALYSIS OF THE POTENTIAL IMPACTS THROUGH THE INTRODUCTION OF A BUILDING ENVELOPE ON THE CULTURAL HERITAGE VALUES

The proposed building envelope is for a site that currently has a maximum height control of 12 metres. The proposed new heights are 29 metres for the proposed Bathurst Integrated Medical Centre (BIMC) and 21 metres for the proposed George Street Carpark site (GSC). These sites are located in an area that is contributory to the Bathurst Conservation Area. The primary impact that an increase in building heights will have on this area is visual. There will be no increase in the physical impacts through these changes.

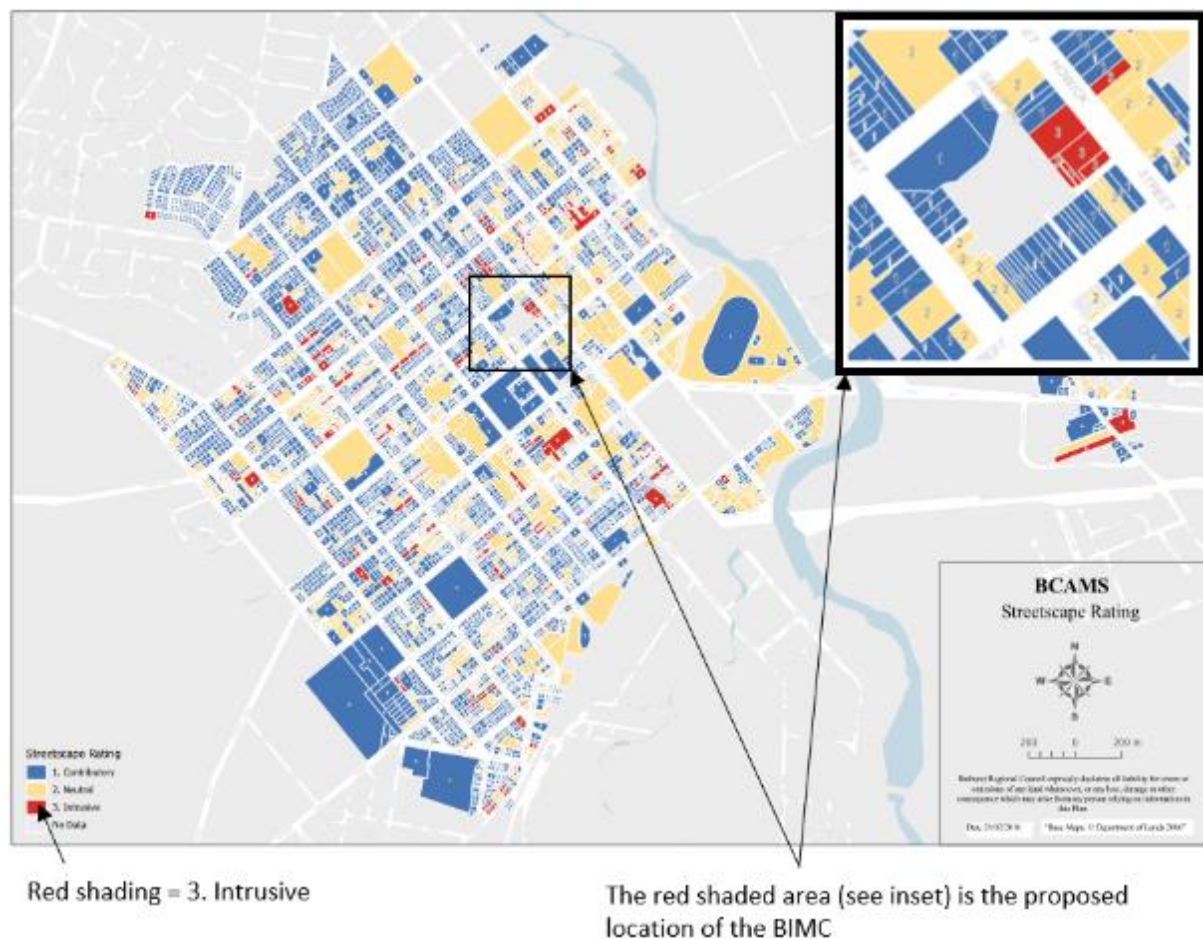


Figure 25 Site Location within the BCAMS map

The potential maximum building envelope is a theoretical envelope only, as the proposed change to the maximum building heights and FSR is accompanied by proposed design excellence provisions and these are intended to mitigate identified visual impacts. The visual impacts from the increase in building heights are:

- those found in the immediate area (localised); and
- impacts when viewed from primary significant places from Bathurst Conservation Area.

Policy guidelines can provide effective mitigation at the local level but visual impacts from the broader area will need to be assessed on what, if any visual impacts will occur with this increase in height.

8.1 Visual impacts within the immediate context of the proposed Building Envelope

The primary context for the localised visual impacts is largely focused on:

- Howick Street to the north and south of the proposed location and this includes the intersection of Howick and George Streets.
- The carpark area, Milne Lane.

Immediate Visual impacts – Howick Street

The visual impacts within this immediate area are largely confined to the impact of the height and physical bulk of the overall envelope and the impact it will have on the streetscape values.

The immediate site area is essentially a 19th and early 20th century urban area and is a mix of single and double storey commercial structures. Proximate to the site area, to the north and to both sides of the street there is single storey residential development with a number of contributory buildings. To the south the development is typical double storey commercial street development that includes a mix of heritage buildings and non-contributory buildings. This area is visually dominated by the scale and extent of significant civic and public buildings and open spaces on the west side of Howick Street.

Site setbacks

It is noteworthy that the proposed design excellence provisions specifically require the inclusion of upper-level setbacks in any subsequent development application. Building setbacks will reduce the visual impact of a development when viewed from Howick Street. They provide opportunities for a purposefully designed and scaled development to become the interface between the extant streetscape and the development.

Site setbacks are critical for the management of the visual amenity. This particularly applies to the heritage values, streetscape values, the pedestrian experience, amenity and the overall relationship to the public domain.

Policies that encourage the massing and modulation of architectural features that have an aesthetic that is sympathetic to the surrounding areas will modify potential visual impacts. This combined with a compatible material palette supports a consistency of built fabric and supports the extant significant streetscape values. A purposeful integrated interface between new works and existing ensures that the identified streetscape values are maintained.

Setbacks also provide opportunities for landscaping features that reinforce the human scale. This is an important feature for most streetscapes. The introduction of soft landscaping such as planters, shrubbery and trees in combination with compatible hard landscape features and other introduced amenities creates a desired amenity. This can build on an existing character or as is the case at this end of Howick Street create an improvement through the introduction of carefully considered streetscape features. To that end, the proposed design excellence provisions also include requirements for landscape considerations as part of a future development application.

The opportunities that are provided by building setbacks are those that relate to the pedestrian experience and the building of a human scale relationship that will mitigate much of the perceived impacts through the introduction of an increased built scale.

Upper floor setbacks

The current 12m controls support a view line that has a viewing angle of approximately 20 degrees (see figure 26). The proposed increased height limit of 29m for the 252 Howick Street site would create a much steeper viewing angle when taken directly at the boundary. However, the proposal directly mitigates this with the proposed requirement for upper-level setbacks, which can provide for example a new view line angle of approximately 32 degrees, based on the envisioned medical centre building for the site (subject to separate Development Application). The viewing angle difference when factoring in the setbacks could potentially be as little as 12 degrees, which is not so substantive as to be prohibitive. The upper floor setbacks and design features as proposed in the design excellence clause provide the mitigation.

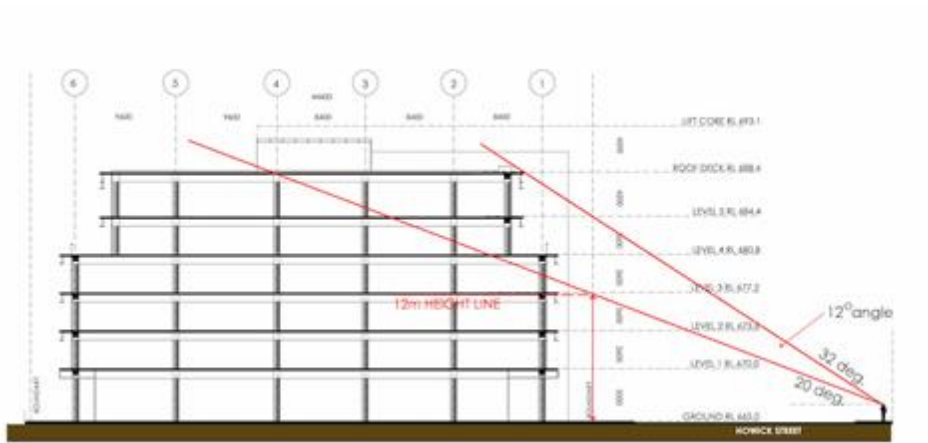


Figure 26 Section through Howick Street and the proposed BIMC

Upper floor setbacks are important as these support a reduction of the bulk of the proposal. This applies in the immediate area as well as from the primary view lines within the broader Conservation Area.

Visual impacts - Car park

The carpark area accessed from Milne Lane and Gallipoli Rd, is an internalised site surrounded by street fronting buildings and any proposed changes from 12 metres to 21 metres to the Building Envelope are insulated by this location. The visual impacts from the proposed carpark height increase are therefore relatively low. It is located on a laneway (Milne Lane) and as such it has substantial setbacks from primary streets. This site has no physical connections to any of the identified significant streetscapes. There will be some minor visual impacts as it will be partially visible from some vantage points, however shielded in the most part by street front buildings.

The proposed design excellence provisions also require consideration of materiality, colours, reflectivity and the like when considering any future development application at the site. It is also notable that this Planning Proposal seeks approval for the specific purpose of a car park (and medical centre respectively), for which a concept scheme has been developed and is pending submission for development approval. This design has considered these visual viewpoints and it has responded to these parameters through a continued use of a similar design response as that found within the BIMC concepts. The wall colours are pale shades of warm autumn tones so that they will fade into the background. The blades will provide a definition and give the design an

integrity and where visible the materials through their reference to historic brickwork will provide a contextual relationship.

8.2 Streetscape values

The streetscape values as experienced by pedestrians are considered to be an important feature of this development. This advice was provided by Council staff. In response to this, the design of the ground floor has been carefully considered as part of the overall design.

The materiality of the adjacent historic environment is important and will be reflected through the targeted use of finishes in the proposed new medical centre and car park buildings, subject to a separate development application.

A new material that reflects the qualities of an historic material, and in particular for new works in an area with an established vernacular is often more appropriate than resorting to a replication of the traditional. Care needs to be taken when using traditional materials or features, if the design is not considered, it can degrade and distort the authentic as it blurs what is significant (real) and what is reproduction (artificial).

Footpath treatments throughout the development are intended to mirror those used in adjacent Howick Street. Streetscape treatments and design are considered to provide an enhancement of the area through sympathetic design and a judicious use of compatible materials. The introduction of plantings will also provide further amenity to this area and a softening of the relative harshness of the extant hard landscape – footpaths and roadways.

8.3 Summary

The comparison between the BIMC design philosophy and other examples found in the conservation area, such as those found with the design of the Post Office, are illustrative. While the Post Office is a building of its time, and the heritage policies from that period were less defined than those today, it is also a useful test case and deserving of commentary. The Post Office has a muscular style and uncompromising use of robust and 'raw' materials. None of which reflect any of the prevailing characteristics within this area. The composition of solid to void is also in contrast to the surrounding buildings. In addition, there is no moderation of scale within the actual design

or any use of setbacks. This has created a building that has become the dominant feature of this area in contrast to the Presbyterian church complex which should be of greater visual importance.

It is noted that the building envelope is of an atypical scale within the immediate area. However, as identified the immediate area is fragmented in terms of heritage streetscape values and this moderates the impact on the significance of the overall immediate area. The impacts have been moderated through site setbacks, laneways, roadways and distances between significant areas and the proposed development. The setting back of the upper two floors will assist in reducing any sense of bulkiness and this particularly applies to any place to the south of the development.

As this envelope will be visible from multiple vantage points it is important that any building within it can contribute to the overall aesthetics of the area. The proposed design excellence provisions do dictate a contextual response which will be appropriate to the location.

9.0 BATHURST CONSERVATION AREA -POTENTIAL VISUAL IMPACTS THROUGH THE INTRODUCTION OF THE PROPOSED BUILDING ENVELOPE

9.1 Reference Map

The following is an analysis of the primary view lines found within the Bathurst Conservation Area.

The visual impacts are varied in terms of quality of impact. The primary factor being that many of the view lines from the south are protected by the topographical location of the proposed Building Envelope. Its location on the downward slope of Howick Street provides a buffer for much of the conservation areas to the south. This location combined with the extent and scale of the George Street commercial development prevents any works within the extent of the Building Envelope from becoming the visually dominant feature when viewed from most of the southward primary view lines. When viewed from the northward view line there is a visual impact, and this is a combination of scale and topography.

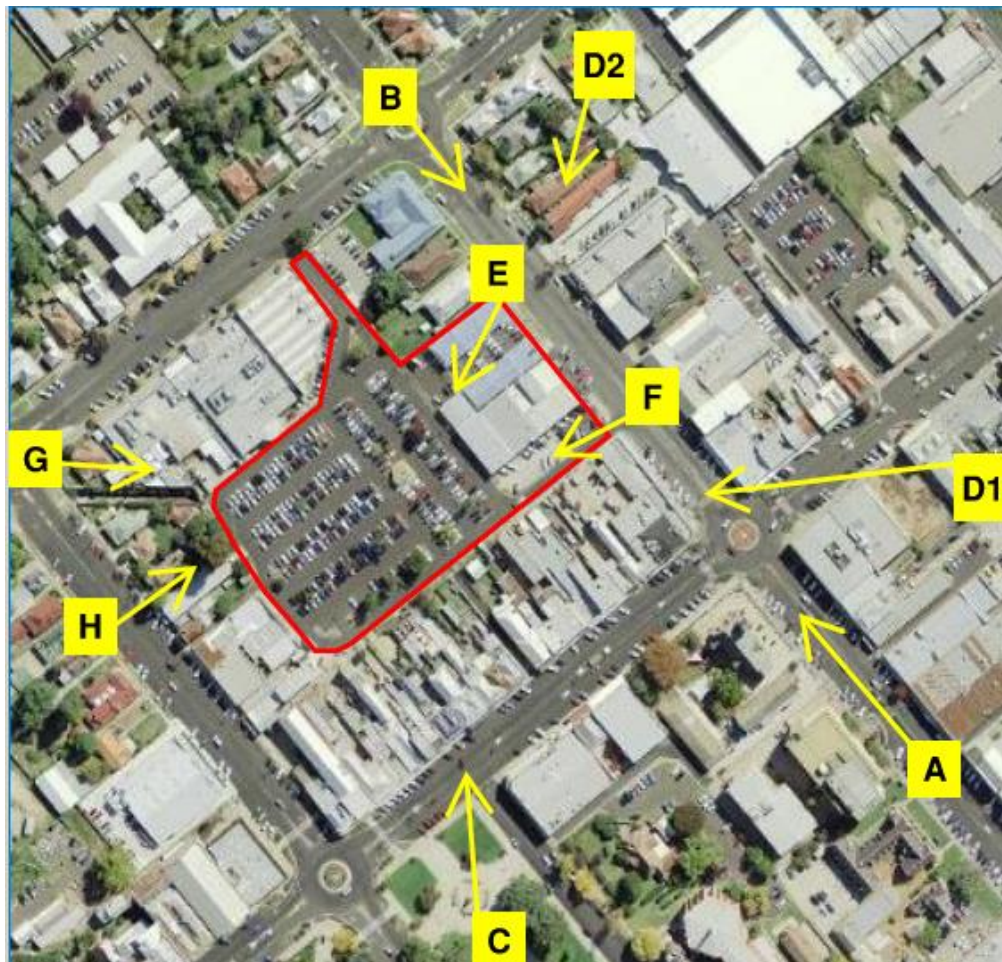


Figure 27 Map of view lines

9.2 View line to the north - View A



Figure 28 view of the Building Envelope from Howick Street at the southeast

The George Street intersection with Howick Street provides view lines towards the site and this potentially has the most impact. Figure 28 demonstrates the potential visual impact. However, it should be noted that while the Building Envelope allows a maximum building height of 29 metres this is not the height of the proposed building which is the subject of the concurrent development application. See Figure 28 for a visual representation of the difference of the potential envelope and figure 29 for the proposed building height of the BIMC.

From this aspect the proposed Building Envelope is significant in terms of impact but as noted the envelope is not going to be 'filled' with building. As discussed, this Planning Proposal seeks a maximum height of 29m specifically for the purpose of a medical centre building on the site. However, the proposed height of this centre, as per the concurrent development application, is less than 29m, as the main roof will sit at approximately 24m, with the additional space being for the lift overrun and rooftop plant screening walls. Other features such as the upper floor setbacks will moderate the impact of the building. This means that the scale is diminished as it becomes visually recessive. There are other design features as noted in this SOHI which will modify the impact of this building. In terms of an assessment of the overall panorama, the Building Envelope is not the dominant feature within this view line. The significant Presbyterian Church complex clearly retains its prominence through its scale, diversity of massing and dominance of the rooflines. It is clearly the dominant feature within this view line.



Figure 29 view of the proposed BIMC from Howick Street at the southeast

In summary all of the significant buildings retain their primacy within this view line. No contributory buildings that would otherwise be visible are obscured. While the Building Envelope, (and the proposed development) is visible, it is not the dominant feature.

9.3 View south from Howick Street and back to central Bathurst - View B



Figure 30 View from Howick and Rankin Streets

The view from the north to south Howick Street identifies a visual impact. The Building Envelope will have a marked presence from within this area of the Conservation Area. Noting that the view line is also taken from the downward slope of the street, and this has accentuated its presence when viewed from this perspective.

This section of the Conservation Area is characterised by the low scale and low-density residential development. The prevailing architectural aesthetic has a strong historic flavour with a number of buildings developments demonstrating a diversity of style and features.

In terms of heritage values and visual impacts, the Building Envelope will support a development that will become the dominant feature on the skyline. However, it does not obscure significant features. The spire of the Presbyterian Church will be visible and appreciable, and the full extent of the heritage fabric as found in this section of the conservation area is unobscured. The significance of this area (the catchment of the view line) is residential development from the late 19th and early 20th century. The scale of the development as supported by the Building Envelope will not compromise the appreciation and/or the ability to interpret these cultural values. However, new development within this envelope will become a feature of this area.

The interstice between commercial and residential development as demonstrated by View Line B has become a common characteristic of most redeveloping urban areas. This contrast between low scale residential development and the larger scaled commercial developments is often part of the gentrification of these crossover areas and visual impacts are difficult to avoid. What is important is that the immediate character of the low scale heritage areas is retained and supported through other urban design features.

9.4 View line near to the intersection of George and Church Street - View C



Figure 31 View from the Bathurst War Memorial Carillon Park

View Line C is a significant view line as it is taken from the vicinity of the Carillon and parkland. This is a primary significant area, and key historic place, within the Bathurst historic precinct. It is a place with a high integrity and its cultural heritage values are rich. This includes the visual relationships

that are found broadly throughout this place. These visual relationships are important in terms of appreciating and understanding the significant civic, public and landscaped places.

The Building Envelope will support development that will be visible. However, because of the location of the envelope on the downward side of Howick Street and because of the scale of the built fabric between this area and the subject site, any development will have a low visual presence and it will not be a dominant feature. The particular design features for the facades, as set out in the proposed design excellence provisions, ensure that any visual impacts will be mitigated and have a low impact.

From this perspective the significant buildings and historic shop fronts will retain their primacy in the streetscape. While the building envelope of the GSC is shown to be visible as seen in figure 31, the true outcomes of the GSC development are not anticipated to be visible from this vantage point as the proposed GSC building is setback from the fullest extent of the boundaries and height of the envelope.

9.5 View from Howick Street to new entry - View E



Figure 322 Howick Street main frontage

This view line is seen from the front entry zone of the BIMC and the neighbouring residential area. Viewed from Howick Street from this vantage point, there will be visual interference from the existing houses and the proposed infill landscaping when looking through to GSC in the distance.

This view line demonstrates extant buffer qualities that will be provided by the existing houses. It is the diversity of materials and design of the extant buildings that assist in providing this visual interest. This moderating feature is replicated through the specific policies introduced with the Building Envelope. These address setbacks, landscape features; compatibility of materials and finishes, sympathetic elevational treatments all of which will mitigate any visual impacts.

Views towards the proposed Building Envelope from the northern side of Howick Street, particularly to the east toward George Street are from the more compromised section of the conservation area. This area already has a number of new developments albeit of a lesser scale. The proposed design excellence provisions will encourage an integrated approach to the development from street level through measures such as appropriately scaled openings, sympathetic architectural features and compatible materials and finishes. This will support the immediate context. Landscaping and urban design policies will also modify the immediate visual presence of this building.

9.6 View from the corner of Rankin and Russell Streets - View G

Rankin and Russell Streets have a number of significant buildings particularly in the residential zones. The visual impact on this area largely comes from the streetscape views at the intersections. The proposed Building Envelope will be visible from these open areas but it will have a low visual presence as it is largely shielded by the existing buildings and trees. The streetscape values will essentially be unchallenged by a proposed development because it will not be a dominant feature within this area. The bulk of the buildings along all of the streets will provide a strong visual buffer and because of this the heritage places are largely protected from any negative visual impacts.

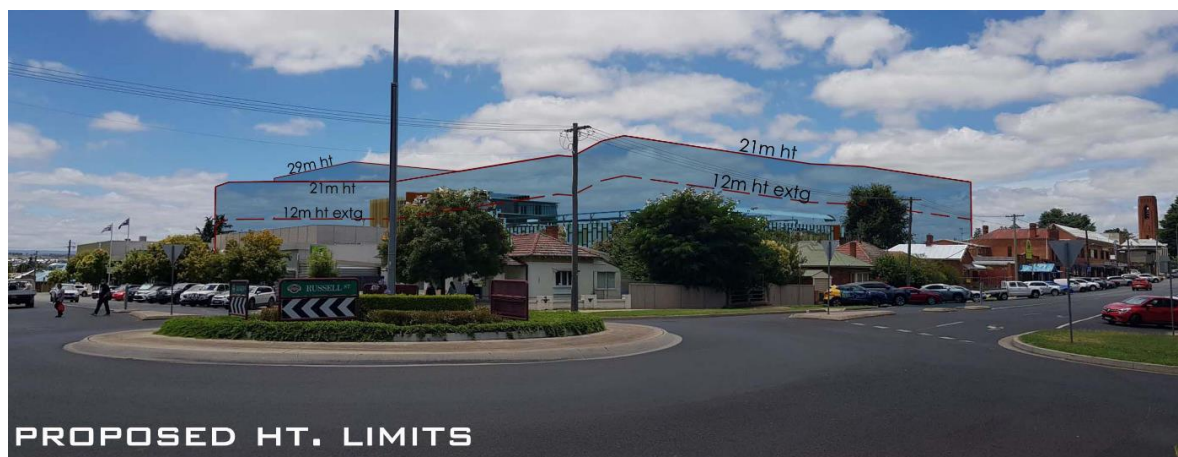


Figure 333 View from the corner of Russel and Rankin

9.7 View from Russell Street between Rankin and George - View H

This area is characterised by intact areas of significant residential buildings interspersed with commercial development. Its integrity, in terms of concentration of significant fabric, is moderated by the later non-significant infill buildings. Some heritage style buildings between Rankin and George are of note and demonstrate a diversity of residential and commercial heritage architectural styles. Any proposed development as supported by the Building Envelope will be visible from gaps between buildings but the views will be primarily shielded by the bulk of the buildings.



Figure 344 View from Russell St mid-block

9.8 Aerial views - View D1 and D2

The aerial views are provided herein to demonstrate any potential visual impacts from the future buildings, subject to a separate development application. The design excellence provisions proposed in this Planning Proposal will ensure that any future designs are in keeping with these themes. For example, from this vantage point the site setbacks from the significant areas are appreciable. These setbacks allow the primary significant fabric to retain a prominence through their relatively dominant locations in the streetscape. The proposed development acts as a backdrop while still allowing the significant areas to retain their visual prominence without being compromised.

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Figure 35 Aerial view from the east, looking west – (subject to a separate Development Application)

As seen from the aerials, there are other large buildings within this area. As indicated by these aerial views, the Building Envelopes sought under this Planning Proposal can support buildings that will reflect this irregular characteristic. This is not an area that is characterised by a uniform low scale development. As such, buildings of this scale are not incompatible with the aesthetic character of this area and can contribute to its diversity.



Figure 36 Aerial view from the north, looking south – (subject to a separate Development Application)

9.9 Summary

The potential Building Envelopes, both at 29 metres (proposed for the BIMC) and 21 metres (proposed for the GSC) will have a visual impact from some view lines. The 29 metres height line will be visible from a number of viewpoints, while the 21 metre height line for the proposed George Street Carpark will largely have a low impact as the site is internalised and this provides a visual buffer.

What is critical to the analysis of the impact of the Building Envelopes and in particular the 29m ceiling, is the capacity for any new development to become the dominant feature when viewed from areas of primary cultural heritage significance. New development should not be the defining feature of the historic streetscapes.

Also important to this Planning Proposal, and the evaluation of any future development application within the newly created building envelopes, is the inclusion of design excellence provisions as have been discussed herein. These design excellence provisions will encompass such things as building design and positioning, setbacks, visual impact, streetscape, materiality, public domain and pedestrian movements, and other similar design factors. Inclusion of these provisions will ensure that these new building envelopes can only be used to construct development that provides a positive enhancement to the character of the Conservation Area and the urban experience of the precinct.

The preceding analysis has described the various visual impacts, none of which identify the proposed Building Envelope as contributing to a diminishment of the cultural values. The majority of the view lines demonstrate a low visual impact. The primary areas of concern are View Lines B and G and the potential impact on the heritage and visual (aesthetic) values. The Building Envelope will support a development that will be a feature on the skyline when seen from View lines B and G. However, none of the identified significant buildings, places and/ or features will be markedly compromised or diminished. The spire of the Presbyterian Church will be visible and appreciable and the full extent of the heritage fabric as found in this section of the conservation area is unobscured.

The particular characteristics of these areas are robust and largely rely on the change between commercial and residential building types and differing building scales for their physical presence.

The proposed change of scale is not unexpected in any urban area, and through the extant diversity of built form, these areas can accommodate the judicious introduction of larger scaled commercial developments. These changes can be integrated through good design, setting through location, and a well-designed urban framework.

As noted, the primary issue is whether the introduction of the proposed building heights will result in development that will reduce or diminish the cultural heritage significance of the identified conservation area. The analysis provided demonstrates that while potential works will be visible from some view lines, the proposed Building Envelope will not diminish or compromise the primacy of any significant place and/or Conservation Areas. The identified impacts are moderate in nature and are not detrimental to the overall appreciation and contextual experiences of these places.

The majority of the visual impacts are localised to an area that has a fragmented integrity and intactness. This area will benefit from an enhancement of the amenity through the introduction of a number of positive landscape features – including hard landscaping and significant plantings. The wider heritage areas will have no direct impact as the new works will not diminish the cultural heritage significance of the conservation area.

10.0 ADDITIONAL ANALYSIS OF ANY POTENTIAL IMPACT ON THE CULTURAL HERITAGE SIGNIFICANCE OF THE CONSERVATION AREA

10.1 The following aspects of the proposal respect or enhance the heritage significance of the conservation area

The Clancy Motor Building is identified as being intrusive. This means that its removal provides an opportunity to enhance the significance of the conservation area.

Provisions for design excellence around streetscape and urban environment will ensure enhancement of the conservation area. The streetscape values as experienced by pedestrians are considered to be important feature of this area. Currently this section of Howick Street has no presence, sense of place or amenity. The suggested changes at street level (subject to a separate development application) will be an improvement on current conditions and will respect and enhance the conservation of the heritage area through a sympathetic design that reflects the intent of the *Burra Charter*, (2013).

The proposed construction of deep planter boxes and large mature street trees will increase the amenity of this area and provide a link with the other garden and park features found within this conservation area. The design excellence provisions can ensure such landscaping treatments are a key consideration to the future. Equally the mirroring of the footpath treatments can be a positive outcome as it provides a consistency of finishes and links through the Conservation area.

In summary there is a potential enhancement of the values of the conservation area at the streetscape level. Broadly and in terms of the impact on the wider conservation area the impact is generally neutral, and this is considered an acceptable outcome.

10.2 The following aspect of the proposal could detrimentally impact on the heritage significance

The scale of both envelopes when compared to the immediate surroundings will provide some visual impacts. This has been noted and discussed in the previous sections. The visual impacts are also limited and considered to be a reasonable outcome for a project of this proposed type and requisite scale. The envelopes will have visibility, but the proposed buildings within will not be the

dominant features. The significant existing buildings and features will retain their dominance and presence within the conservation areas.

10.3 Demolition

The demolition of the extant buildings will have no impact on the cultural heritage significance of the conservation area. The buildings have been assessed as Intrusive in the BCAMS mapping.

10.4 Can all of the significant elements of the heritage items be kept and any new development be located elsewhere on the site

There are no significant elements at this site – noting that the archaeological significance is to be examined as part of this process.

10.5 Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?

The item that is proposed for demolition has little significance and its conservation is not considered to be contributory to this conservation area.

10.6 Has the advice of a heritage consultant /specialist been sought? Have the consultant's recommendations been implemented? If not why not?

The architects have worked in close consultation with the Bathurst Regional Council's Planning Staff and have developed their initial concept with respect of their heritage advice.

10.7 New Development adjacent to a heritage item

10.7.1 How is the impact of the new development on the heritage significance of the area to be minimised?

A discussion on this topic can be found throughout this document.

10.7.2 How does the curtilage allowed around the heritage item contribute to the retention of its significance?

There is no curtilage as this is an urban area. A curtilage generally applies to the retention of a setting or the ability to retain an appropriate understanding of the building through its setting. In this instance, this type of consideration does not apply. Appropriate setbacks with regard to the streetscape design and values will be complied with.

10.7.3 How does the new development affect views to and from the heritage item? What has been done to minimise negative affects?

A discussion on this topic can be found at Section 9 herein.

10.8 Is the development sited on any known, or potentially significant heritage archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

A section of this site includes potential archaeological evidence of one of the earliest buildings constructed in Bathurst. This site is a unique site in Bathurst with regards to being an appropriate development site for a Medical Centre and a carpark.



Figure 357 Drainage plan of the former Dr Busby's cottage (image courtesy of Bathurst Regional Council)

This shows where the Busby house was located and its footprint. The site may contain archaeological evidence. It is noted that an archaeological finds methodology will need to be provided to Council as part of the development proposal.

10.9 Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportion design)?

A discussion on this topic can be found throughout this document.

10.10 Will the public, and users of the item, still be able to view and appreciate its significance?

The proposed building envelopes will still allow those who live in Bathurst and visitors to the city view and appreciate all of the places of cultural heritage significance. It will not compromise a full appreciation of the Conservation Area.

10.11 New landscape works and features

10.11.1 How has the impact of the new work on the heritage significance of the existing landscape been minimised?

There were no existing landscape features. However, there is an existing footpath design, and this is being replicated to provide a consistency of finish within the Conservation Area. The provision of design excellence provisions with elements around landscaping such as large planter boxes and mature street trees can ensure landscaped areas provide a greater amenity to this area.

10.11.2 Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?

There is no evidence - archival or physical, of previous landscape work to investigate.

10.12 Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?

As there is no evidence archival or physical of previous landscape work there has been no further investigations sought or professional advice.

10.13 Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?

As noted previously the site may contain archaeological evidence. There may be a condition of consent that goes to the possibility of archaeological finds during excavation.

10.14 How does the work impact on views to, and from, adjacent heritage items?

A discussion on this topic can be found at Section 9 herein.

10.15 How has the impact of the new signage on the heritage significance of the item been minimised?

Signage is not a consideration for this Planning Proposal. Signage for any future development will be subject to a separate application.

10.16 Have alternative signage forms been considered (e.g. Free standing or shingle signs) Why were they rejected?

Not applicable to this Planning Proposal.

10.17 Is the signage in accordance with Section 6, 'Areas of Heritage Significance', in outdoor Advertising: An Urban Design Approach? How?

Not applicable to this Planning Proposal.

10.18 Will the signage visually dominate the heritage item/ conservation area or heritage streetscape?

Not applicable to this Planning Proposal.

10.19 Can the sign be remotely illuminated rather than internally illuminated?

Not applicable to this Planning Proposal.

11.0 CONCLUSION

Any change in any heritage area will to some degree modify its character. Change is inevitable as social needs and expectations must be met. It is the degree to which this occurs that is of concern for any manager of places of cultural heritage. Change through the introduction of a new building type and particularly one with a greater scale than those near to the development area is the most difficult development to integrate into a conservation area.

The scale of the Building Envelopes sought by this proposal are predicated on their proposed uses, and notably the proposal ensures that only the proposed uses as a medical centre and carpark may be adopted within the envelopes. To that end, drawings and visual representations are included herein describing the intent for what such development may look like. It is clear that the extent of impact of the building envelope is visual and further limited to the visual impact of any future building constructed within the envelope. Inclusion of the proposed design excellence provisions assists to protect the integrity of the Conservation Area. Inclusions such as setback requirements ensure that the full extent of the building envelope boundaries are unlikely to present any impact.

A number of moderating factors have been introduced as part of the proposed design excellence provisions. The setbacks at Howick Street are critical to ensuring that the acuteness of the view lines are moderated. Mitigation is also found in the design excellence requirements for the building and associated landscape works. The location of the proposed development on a downward slope also reduces the visual impacts.

Critical to any analysis is the presence of any perceived dominance, or any capacity for this development to become the defining feature of any of the historic streetscapes. The Building Envelopes have some presence from a number of viewpoints, but they do not become the dominant feature or defining feature, by virtue of the design excellence provisions and the location at the edge of the historic commercial areas as well as the gradual slope of the land away from the historic centre of the township.

The inclusion of a 29m high envelope when compared to a 12m high envelope will have a greater presence in the streetscape and surrounding areas. However, this does not mean that it cannot be acceptable. It will have a higher visibility but as already noted the primary impacts on the immediate area have been mitigated. Future construction will not compromise or diminish the

significance of the conservation areas. It will be visible from a number of vantage points, but it will not become a dominant feature, or one that takes a visual precedence over the significant places, buildings and landscapes. The significant areas will retain their primacy.

No new development is invisible but what matters is whether the presence of new works will reduce or diminish the cultural heritage significance of a place – either through a physical presence and/or visual dominance. These proposed envelopes will not diminish or compromise the primacy of any significant place, they will not compromise any understanding of the historical and/or architectural significance of the Conservation Area and the changes will not remove the context of these places.

The proposed site in Howick Street is currently compromised and does not contribute to overall significance of the Conservation Area. The motor showrooms are intrusive and have a negative streetscape impact. The proposed changes through this Planning Proposal will enable design of ground floor and external landscaped areas to create a positive pedestrian and streetscape experience. This will be supported by the materiality, setbacks and landscape finishes required by the design excellence provisions, ensuring any future the project will contribute positively to the historic character of the area and streetscape.

The immediate area can be enhanced with the creation of significant landscape features. Extensive landscaping, including canopy trees can be a positive enhancement for this end of Howick Street as it has few existing landscape features. The provision of trees, shrubberies and defined garden areas should be encouraged. The landscaping and in particular the planting of a number of trees will markedly alter any negative perception of these Building Envelopes with regard to their height. Tree canopies are strong visual moderators and will reduce the impact of any height associated with new envelopes. It will improve and enhance the quality and amenity of the public domain.

In terms of the wider Conservation Area, design excellence provisions ensure the height of the envelope is limited to the introduction only of quality architectural features. These can pay homage to the historic skyline features that are found in the conservation areas such as the Carillon and the church spires, but with strong contemporary styling so as not to conflict with those historic buildings. It is important that contemporary works have a discourse with traditional features as it reinforces the strong sense of place that is supported by the aesthetic features found in Bathurst.

It is considered that it would be a reasonable outcome for the Planning Proposal exceptions to apply in this instance as the proposed development will provide a net benefit to the community. A high-quality medical centre and hospital as can be constructed within the proposed envelope would be a good social and medical outcome. In terms of heritage impacts, these have been identified within this report and they have been assessed as being of a moderate nature and overall will not diminish the cultural heritage significance of the Conservation Area, noting that the majority of the impacts are localised to an area that has a fragmented integrity and intactness. This area will benefit from an enhancement of the amenity through the introduction of a number of positive landscape features – including hard landscaping and significant plantings. The wider heritage areas will have no direct impact as the new works will not diminish the cultural heritage significance of these conservation areas as the context and extent is unaltered. This means that there is no impact on a full appreciation and interpretation of the historical and/or architectural significance of the Conservation Area.

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