



776, 792–794 Botany Road & 33–37 Henry Kendall Crescent, Mascot

Heritage Impact Statement

Revised Final Report

Prepared for NSW Land and Housing Corporation

March 2022

GL
HERITAGE

Acknowledgement of Country

We respect and acknowledge the Traditional Owners of the lands and waterways on which we live and work, their rich cultural heritage and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with the First Nations to support the protection of their culture and heritage. We strongly advocate social, cultural and political justice and support the Uluru Statement from the Heart.

Cultural warning

Aboriginal and Torres Strait Islander readers are advised that this report may contain images or names of First Nations people who have passed away.

Report register

The following report register documents the development of this report, in accordance with GML's Quality Management System.

Job No.	Issue No.	Notes/Description	Issue Date
21-0431	1	Draft Report	11 January 2022
21-0431	2	Final Report	11 February 2022
21-0431	3	Revised Final Report	02 March 2022

Quality assurance

The report has been reviewed and approved for issue in accordance with the GML quality assurance policy and procedures.

Right to use

GML grants to the client for this project, and the client's successors in title, an irrevocable royalty-free right to reproduce or use the material from this report, except where such use infringes the copyright or moral rights of GML or third parties.

Copyright

© GML Heritage Pty Ltd 2022

This report has been produced for the client as an internal document. Except as allowed under the *Copyright Act 1968* (Cth), no part may be

copied, transmitted, published, or otherwise dealt with in any form without permission in writing from GML Heritage and the owners of copyright in images or other matter in that part of the document.

Pre-existing copyright in images and other matter is acknowledged where appropriate. Although a reasonable effort has been made to obtain permission to reproduce copyright material, GML Heritage does not warrant that permission has been obtained in all cases.

Source of images is GML unless otherwise stated.

Cover image

View of 37 Henry Kendall Crescent, facing east. (Source: © GML)

Contents

1	Introduction	1
1.1	Background	1
1.2	Identification and study area	1
1.3	Heritage context	1
1.3.1	Heritage items not in close proximity to the site	2
1.4	Proposed development	3
1.5	Methodology	3
1.6	Authorship and acknowledgements	5
1.7	Endnotes	5
2	Statutory context	6
2.1	Introduction	6
2.2	Heritage Act 1977	6
2.3	Environmental Planning and Assessment Act 1979	6
2.4	Bayside Local Environmental Plan 2021	7
2.5	Botany Bay Development Control Plan 2013	8
2.6	Endnotes	12
3	Site analysis	13
3.1	Site and settings	13
3.2	Existing structures	13
3.3	Landscape	14
3.4	Site photographs	14
3.4.1	Context and views	14
3.4.2	The site	18
3.5	Endnotes	21
4	Historical overview	22
4.1	Introduction	22
4.2	Early land grants and European occupation	22
4.3	Housing Commission and ambulance station development	26
4.4	Endnotes	27
5	Proposed development	28

5.1	Description of planning proposal scheme	28
5.2	Documentation	30
6	Heritage Impact Assessment	31
6.1	Assessment of Heritage Impacts	32
6.2	Statement of Heritage Impact	39
6.3	Heritage Impact Statement	49
6.4	Endnotes	49
7	Conclusions and recommendations	50
7.1	Views to landscape heritage items	50
7.2	Existing structures.....	50
7.2.1	Photographic Archival Recording	50
7.2.2	Interpretation of corner signage.....	51

1 Introduction

1.1 Background

NSW Land and Housing Corporation (LAHC) engaged the services of GML Heritage Pty Ltd (GML) to provide heritage advice and prepare a Heritage Impact Statement (HIS) for 776, 792–794 Botany Road and 33–37 Henry Kendal Crescent, Mascot (the subject site).

The subject site is not listed as a heritage item on the NSW State Heritage Register (SHR) nor in Schedule 5 of the Bayside Local Environmental Plan 2021 (Bayside LEP 2021).

This HIS report has been prepared as a standalone document to accompany the Draft Planning Proposal (DPP) for the site. The Planning Proposal is to facilitate renewal of existing social housing by increasing the maximum height of buildings for the site to 28m and removing the active street frontage requirements.

This report identifies the subject site's heritage context and heritage items in the vicinity of the site. The HIS assesses the potential impacts of the proposed development on nearby heritage items.

1.2 Identification and study area

The subject site is located at Mascot, within the Bayside Local Government Area (LGA) (Figure 1.1). The subject site is north of the Mascot local centre and fronts Botany Road, Coward Street and Henry Kendall Crescent. To the north of, and adjacent to, the subject site on Botany Road, are two single-storey residential dwellings. Henry Kendall Crescent to the west, Coward Street to the south and Botany Road to the east (Figure 1.2). To the south of the site is Mascot Memorial Park.

The site is identified as Lots A, B, C, D and E of DP 36472 containing social housing (792–794 Botany Road and 33–37 Henry Kendall Crescent) and Lot 1 in DP 36486 containing The Mascot Ambulance Station (776 Botany Road). The total area of the site is 5,771.8m².

1.3 Heritage context

The subject site is not listed as a heritage item on the NSW State Heritage Register (SHR), nor in Schedule 5 of the Bayside LEP 2021. The subject site is not located within a Heritage Conservation Area (HCA).

However, there are a number of heritage-listed items directly opposite the site, along Botany Road and Coward Street. The site is also in the vicinity of other heritage items listed in Schedule 5 of the Bayside LEP 2021 and are identified in Table 1.1 and Figure 1.3.

Table 1.1 Heritage items in the vicinity of the site—arranged by proximity to site.

Item Address	Item Name	Item No	Level of Significance	Distance from site
997–999 Botany Road, Mascot	House Group	I266	Local	25m
1001 Botany Road, Mascot	Electricity Substation No.147	I267	Local	25m
1005 Botany Road, Rosebery	Former National Bank of Australasia	I268	Local	25m
814 Botany Road, Botany	Memorial Park	I262	Local	25m
1007 Botany Road, Mascot	Coronation Hall	I269	Local	37m
149 Coward Street, Mascot	Botany Family Day Care	I294	Local	60m
1009–1021 Botany Road, Mascot	Commercial Building Group	I270	Local	62m
118–120 Coward Street, Mascot	Uniting Church and Rectory	I288	Local	70m
139 Coward Street, Mascot	Mascot Fire Station	I293	Local	106m
153 Coward Street, Mascot	Sydney Water Corporation Pumping Station SP0053	I295	Local	122m

1.3.1 Heritage items not in close proximity to the site

The following five listed heritage items in the vicinity of the subject site have incidental and secondary connection:

- 149 Coward Street (Botany Family Day Care);
- 1009–1021 Botany Road (Commercial Building Group);
- 118–120 Coward Street (Uniting Church and Rectory);
- 139 Coward Street (Mascot Fire Station); and
- 153 Coward Street (Sydney Water Corporation Pumping Station SP0053).

These buildings are between 60–122m from the subject site and are separated visually from the site by single-storey and double-storey structures and mature foliage. Because of this visual separation, the proposed development will be minimally visible from these sites. The proposed scheme will therefore have minor adverse or neutral impacts, either

physically or visually, on these five buildings. This impact will not be further assessed in this report.

1.4 Proposed development

The proposed works are for a new residential development on the site. This includes the demolition of six existing buildings (five residential buildings and one Central District Ambulance building) and the construction of three new apartment buildings ranging from three to eight storeys, as follows:

- a three-storey building fronting Henry Kendall Crescent;
- an eight-storey building fronting Coward Street marking the corner with Botany Road, stepping down to four storeys to the Henry Kendall Crescent frontage and with a predominantly four-storey frontage to Mascot Memorial Park; and
- a six-storey building fronting Botany Road with a four-storey street wall, stepping down to the northern boundary, adjacent to the existing single storey dwellings.

1.5 Methodology

This report has been prepared with reference to the following documents and guidelines:

- 'Statements of Heritage Impact' (a 2002 NSW Heritage Manual update)¹
- *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013* (the Burra Charter).²

This report has not assessed the potential impacts on the Aboriginal and historical archaeological potential of the site nor any archaeological impacts of the proposed development.

No consultation with the Aboriginal community, Council or other stakeholders has been undertaken.

No additional assessment of heritage significance has been undertaken during the preparation of this HIS.

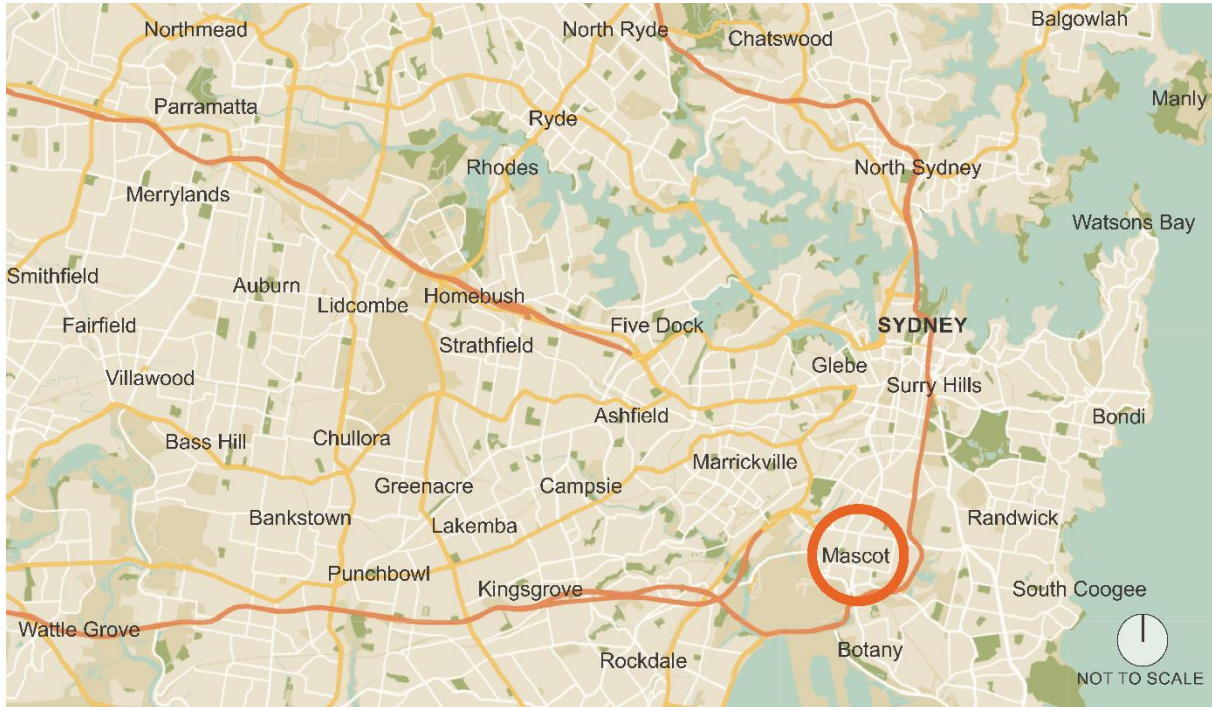


Figure 1.1 Map showing the approximate location of 776, 792–794 Botany Road & 33–37 Henry Kendall Crescent, Mascot. (Source: Google Mapstyle with GML overlay)

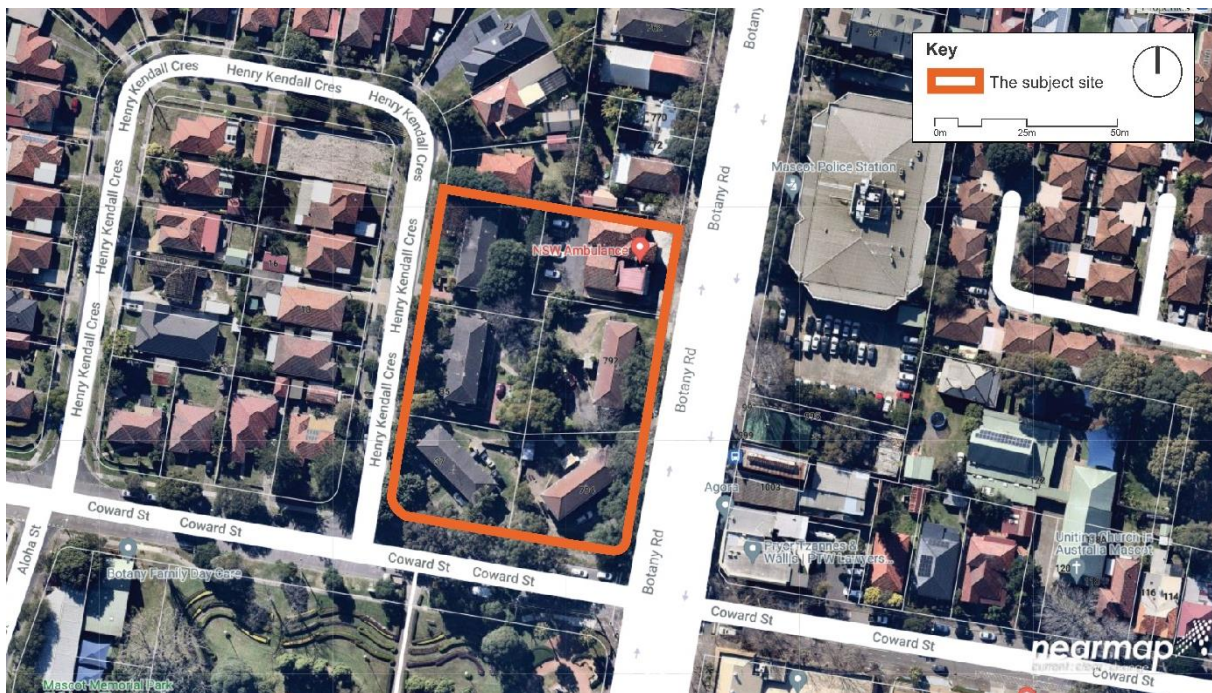


Figure 1.2 Aerial photograph showing the site boundaries. (Source: Nearmap with GML overlay, 2021)



Figure 1.3 The heritage context of the site (Source: Bayside LEP 2021 Heritage Map_008 with GML overlay)

1.6 Authorship and acknowledgements

This report has been prepared by Dr Waled Shehata, Graduate Heritage Consultant, and Patrick Atkinson, Heritage Consultant, with review and input from Lynette Gurr, Senior Associate.

1.7 Endnotes

- 1 NSW Office of Environment and Heritage 1996, 'Statements of Heritage Impact', revised 2002 (published as part of the NSW Heritage Manual by the NSW Department of Urban Affairs and Planning).
- 2 Australia ICOMOS Inc, The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance 2013, Australia ICOMOS Inc, Burwood, VIC, 2000.

2 Statutory context

2.1 Introduction

In NSW, items of heritage significance are afforded statutory protection under the following New South Wales Acts:

- Heritage Act 1977 (Heritage Act)
- National Parks and Wildlife Act 1974 (NPW Act)
- Environmental Planning and Assessment Act 1979 (EPA Act).

2.2 Heritage Act 1977

The Heritage Act is a statutory tool for conserving NSW's environmental heritage. It is used to regulate the impacts of development on the state's heritage assets. The Act defines a heritage item as 'a place, building, work, relic, moveable object or precinct'. To assist in management of the state's heritage assets, the Heritage Act distinguishes between items of local and state heritage significance.

- 'Local heritage significance', in relation to a place, building, work, relic, movable object or precinct, means significance to an area in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.
- 'State heritage significance', in relation to a place, building, work, relic, movable object or precinct, means significance to the state in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item.
- No items listed on the State Heritage Register are within the subject site, or adjacent or in the vicinity of the site.

2.3 Environmental Planning and Assessment Act 1979

The EPA Act is administered by the NSW Department of Planning and Environment and provides for environmental planning instruments to be made to guide the process of development and land use. It also provides for the protection of local heritage items and conservation areas through listing on Local Environmental Plans (LEPs) and State

Environmental Planning Policies (SEPPs) which provide local councils with the framework required to make planning decisions.

2.4 Bayside Local Environmental Plan 2021

The Bayside Local Environmental Plan 2021 (LEP)¹ Clause 5.10—Heritage Conservation contains the statutory controls for development on heritage items and in conservation areas. The following parts of Clause 5.10 are relevant to this proposal.

Clause 5.10 (1) Objectives

- (a) To conserve the environmental heritage of Bayside,
- (b) To conserve the heritage significance of heritage items and conservations areas, including associated fabric, settings, and views,
- (c) To conserve archaeological sites,
- (d) To conserve Aboriginal objects and Aboriginal places of heritage significance.

Clause 5.10 (2) Requirements for Consent

Development consent is required for any of the following:

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

- (f) subdividing land:
 - (i) on which a heritage item is located or that is within a heritage conservation area, or
 - (ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

Clause 5.10 (4) Effect of Proposed Development on Heritage Significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

Clause 5.10 (5) Heritage Assessment

The consent authority may, before granting consent to any development:

- (a) on land on which a heritage item is located, or
- (b) on land that is within a heritage conservation area, or
- (c) on land that is within the vicinity of land referred to in paragraph (a) or (b),
- (d) 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.

2.5 Botany Bay Development Control Plan 2013

In addition to the provisions of the Bayside LEP, the Botany Bay Development Control Plan 2013 (Botany Bay DCP)² contains the general principles and controls that apply to development on and in the vicinity of heritage items and HCAs identified in the LEP. This includes the control and provisions for new development and archaeological issues. The provisions relevant to future development on the site are found in Part 3B—Heritage, Part 3E— Subdivision & Amalgamation, and in Part 8, Character Precincts as follows.

3B.2.3 Development Application Requirements

Heritage Impact Statements and Conservation Management Plans

Council requires that a Heritage Impact Statement (for local heritage items) or a Conservation Management Plan (for State listed items), be prepared by a professional heritage consultant or a similarly qualified person and be submitted with all Development Applications for Heritage Items or development within Heritage Conservation Areas. These

documents are to be prepared in accordance with the guidelines for Heritage Impact Statements and Conservation Management Plans issued by the NSW Heritage Office.

3B.7 Development in the Vicinity of Heritage Items or Heritage Conservation Areas

Objectives

- O1 To ensure infill or new development respects the character of an adjoining, adjacent or nearby Heritage Item or Heritage Conservation Area;
- O2 To encourage simple roof forms consistent with maintaining the context of Heritage Items and Heritage Conservation Areas;
- O3 To ensure that new development, or additions and alterations to existing development reflect the scale, height, proportion, and setbacks of adjoining Heritage Items or the Heritage Conservation Areas;
- O4 To conserve and maintain established setbacks of streets on which Heritage Items and Heritage Conservation Areas are located, by ensuring that adjoining developments maintain similar front and side setbacks;
- O5 To ensure that new development, or alterations and additions are located so that they do not impact on the setting, streetscape or views associated with any Heritage Item or item within a Heritage Conservation Area;
- O6 To ensure that the introduction of fencing for new and/or infill development does not detract from the heritage significance of adjoining Heritage Items or Heritage Conservation Areas;
- O7 To ensure that a new development is compatible with and does not overwhelm the Heritage Item or Heritage Conservation Area; and
- O8 To ensure that the bulk, scale, proportion and detailing of facades of new and infill development are compatible with adjoining Heritage Items or Heritage Conservation Area.

Controls

General:

- C1 New development in the vicinity, (nearby, adjoining or adjacent) of a Heritage Item or a Heritage Conservation Area must be designed to maintain the setting and the character of the street in which it is located.

Note: A preferred approach is to design new buildings in a contemporary manner, which is sympathetic to the surrounding area, and to the Heritage Item or Heritage Conservation Area to which it is nearby, adjoining or adjacent to.

- C2 New development should be consistent in scale with the Heritage Item or Heritage Conservation Area.

Note: To prevent changes in the scale of development, the building height of the Heritage Item or Heritage Conservation Area should be used as a benchmark for the maximum achievable building height of the proposed new development.

- C3 Parking facilities and driveways must be designed and located so as not to dominate the character of the street.
- C4 The design and siting of new work must compliment the form, orientation, scale and style of a Heritage Item or Conservation Area in the vicinity of the site.
- C5 Adequate space must be provided around the Heritage Item or Heritage Conservation Area in order to maintain significant or historic public domain views to and from the Heritage Item or Heritage Conservation Area.
- C6 Original or significant landscape features that are associated with the Heritage Item or Heritage Conservation Area and which contribute to the setting must be retained.

Design / Form:

- C7 New development must adopt the same eave lines, height of floors, stringcourses and rooflines (pitches and eave overhangs) of the Heritage Item or Heritage Conservation Area in the vicinity.

Note: New or infill development must not match the existing Heritage Item, but rather sympathetically interpret the façade elements of the adjoining Heritage Item and the pattern of development within the street.

- C8 The proportion and spacing of door and window openings of new development shall relate to those of adjoining historic buildings.
- C9 The siting of new development shall not affect the structure of, or otherwise cause physical damage to any Heritage Item.

Height:

- C10 Notwithstanding the maximum height limit under Bayside LEP 2021, new or infill development shall not exceed the height of an adjoining, adjacent or nearby Heritage Item.
- C11 Where the Heritage Item is single-storey or where buildings in the Heritage Conservation Area are predominantly single-storey, new development must also be single-storey.
- C12 Where a Heritage Item or a majority of buildings in the Heritage Conservation Area are two storey, new or infill development in the vicinity may also be two-storeys.
- C13 Any new development or additions, which have a negative impact on the character of the streetscape or a Heritage Item, will not be permitted.

Colours:

- C14 New development shall incorporate the use of colours and materials that are recessive (i.e. not as prominent) so that they do not visually dominate the Heritage Item or a Heritage Conservation Area.

Note: Darker colours and simple façade treatments can assist in minimising the visual impact of new development.

Roof:

- C15 The roof shape and materials of new development or existing development shall relate to adjoining or nearby heritage buildings.
- C16 New developments that utilise a variety of roof forms such as gabled or hipped roof plans are encouraged.
- C17 Materials and finishes used in the roof plans of new developments should be sympathetic in character to that of the Heritage Item or Heritage Conservation Area.

Landscaping:

- C18 New landscaping shall be compatible with the character of surrounding heritage buildings. Planting of indigenous species is required.
- C19 Landscaping must be designed to minimise the visual appearance of new development to reduce its impact of the Heritage Item or Heritage Conservation Area.

Setbacks and Orientation:

- C20 New development must be sited to reflect the front and side setbacks and predominant orientation of Heritage Item or Heritage Conservation Area in the Vicinity and the established pattern of setbacks within a street or precinct.
- Note: Where there is a variation in the front setbacks within a street, the prevalent pattern of setback along the entire length of the street should be used to determine the appropriate front setback.
- C21 Building encroachments within existing side setbacks defined by existing building lines are not permitted.
- C22 A reduction of front and side setbacks is not permitted for development adjoining a Heritage Item within an R2 Low density Residential zone.
- C23 New buildings or alterations and additions to existing buildings should be orientated to relate to existing Heritage Items and should not be oriented across sites contrary to the established pattern.

Fences:

- C24 Fences and gates for new or infill development should be contemporary, simple and compatible in style and in materials by making reference to adjoining Heritage.

- C25 All front fences for new or infill buildings shall not exceed a height of 1.2 metres, except where it is to continue an existing pattern of period fences.
- C26 The exact reproduction of traditional fence styles is not permitted for new or infill development.
- C27 Solid metal panel (colorbond / corrugated steel) is not permitted in any type of development which fronts the street.
- C28 Materials, height, colour, texture, design, rhythm of bays and openings should be considered in the design of fencing.
- C29 Where a property or neighbourhood typically did not have front fencing, new fencing should not be introduced.

3E.1.2 General Objectives

The proposal includes amalgamation of the lots on the subject site in a manner which may be different to its original state in regards to its use or intensity. Some of the objectives in Part 3E are relevant to proposed land amalgamation in the vicinity of heritage items:

Objectives

- O5 To ensure that lot sizes allow buildings to be sited to protect natural or cultural features including Heritage Items and retain special features such as trees and views.

8.7.2 Desired Future Character

Heritage

- Promote urban design and uses that enhance the character of the area and protect and are sympathetic to the significance of Heritage Items.
- Conserve and enhance Heritage Items within the Precinct.

2.6 Endnotes

- ¹ *Bayside Local Environmental Plan 2021*. Current version for 27 August 2021 to date <https://legislation.nsw.gov.au/view/html/inforce/current/epi-2021-0498#sec.5.10>), accessed 15 December 2021.
- ² *Botany Bay Development Control Plan 2013*. Current version for 27 August 2021 to date <https://www.bayside.nsw.gov.au/services/development-construction/planning-our-city/controls/development-control-plans/botany-bay>), accessed 16 December 2021.

3 Site analysis

The subject site is in the suburb of Mascot, approximately 7km south of the Sydney CBD, in a primarily low-density residential area with scattered pockets of mixed-use and commercial activity in the immediate surroundings. The site fronts Botany Road and is north of the Mascot local centre. The local centre runs along Botany Road and near the intersection of King Street, 500 metres south of the subject site. It offers a small grocery store, shops and services within walking distance of the subject site. Mascot railway station and the town centre are 800 metres west of the site.

In recent years, the general area of Mascot town centre has undergone extensive development. Development has included high-rise, mixed-use and residential buildings.

3.1 Site and settings

The site for the proposed new development is a rectangular shaped land with a total area of 5,771.8m². The site overlooks two intersections at Coward Street—one on Botany Road and the other on Henry Kendall Crescent. The site has three street frontages and can be accessed from each. The two long sides of the site are on Botany Road and Henry Kendall Crescent and are north-south oriented.

The site is located within a block bounded by Henry Kendall Crescent to the west, Coward Street and Mascot Memorial Park to the south, Botany Road to the east, and Carinya Avenue to the north. The three street frontages are provided with Pedestrian walkways which are interrupted by vehicular access driveways. The general character of the site's immediate surroundings can be described as single to two-storeys dwellings and commercial buildings, and mature vegetation. Street trees around the site rise up to 10-35 metres high.

The topography of the site and its immediate surroundings are reasonably flat.

3.2 Existing structures

Most of the subject site, consisting of 792–794 Botany Road and 33–37 Henry Kendall Crescent, is on a prominent street corner in Mascot. This part of the site is occupied by 25 social housing dwellings owned by the NSW Land and Housing Corporation (LAHC) within five two-storey brick buildings, including three walk-up apartment buildings and two townhouse style buildings. These dwellings were constructed around 1958. Gardens, yards and car parking are located between the buildings.

The other portion of the site, 776 Botany Road, is occupied by the Mascot Ambulance Station. This is a two-storey brick building fronting Botany Road to the north of the social housing.

3.3 Landscape

A number of large trees are planted within the nature strip, adjacent to the site. Smaller trees are planted across the social housing site within the front and rear gardens. The tree canopy in proximity to the site is one of the tallest and most mature in the local area.

The site's frontage on Botany Road is lined by native tree species. This streetscape is unique to the character of the area and important to local biodiversity¹. The subject site is aesthetically pleasing with more than 40% tree coverage.

The Ambulance site is cleared of vegetation.

3.4 Site photographs

The following photographs were taken by GML on 16 December 2021.

3.4.1 Context and views

Views towards the site

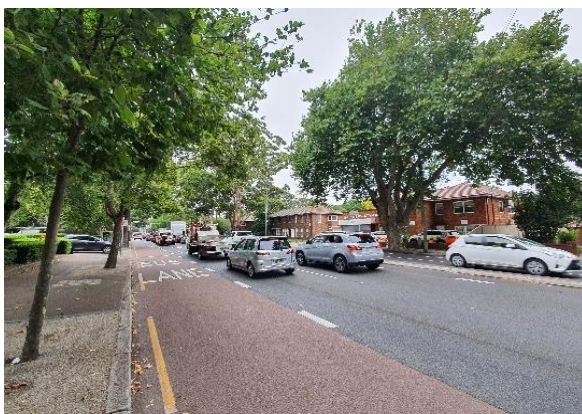


Figure 3.1 View towards the site from Mascot Police Station, facing southwest.



Figure 3.2 View towards the site and the ANZAC memorial in Mascot Memorial Park from 991 Botany Road, facing southwest.



Figure 3.3 View towards the site from the southeast corner of Botany Road and Coward Street, facing northwest.



Figure 3.4 View towards the site from Coronation Hall, facing northwest.



Figure 3.5 View towards the site from Mascot Fire Station, facing west.



Figure 3.6 View towards the site from 1021 Botany Road, facing north.



Figure 3.7 View towards the site from the ANZAC memorial at the heritage item, Mascot Memorial Park, facing north.



Figure 3.8 View towards the site from Mascot Memorial Park, facing east.



Figure 3.9 View towards the site from 12 Henry Kendall Crescent, facing south.



Figure 3.10 View towards the site and Mascot Memorial Park from Henry Kendall Crescent, facing southeast.

Views from the site



Figure 3.11 View from the ambulance station, facing northeast.



Figure 3.12 View from the ambulance station, facing south.



Figure 3.13 View from 792 Botany Road in the subject site, facing east and showing heritage items: Electricity Substation No. 147 to the right and House group at 999 Botany Road to left.



Figure 3.14 View from 794 Botany Road in the subject site, facing east and showing the heritage item: the Former National Bank of Australasia.



Figure 3.15 View from the eastern corner of Coward Street and Henry Kendall Crescent, facing southwest and showing the heritage item: Memorial Park.



Figure 3.16 View from the eastern corner of Coward Street and Henry Kendall Crescent, facing west.

3.4.2 The site



Figure 3.17 View of the northern boundary of the site from Botany Road, facing west.



Figure 3.18 View of the north boundary of the site from Henry Kendall Crescent, facing east.



Figure 3.19 View towards the ambulance station from Botany Road, facing northwest.



Figure 3.20 The foundation stone of the social housing blocks, from the southwest corner of site facing northwest.



Figure 3.21 The northern-side setback and drive of the social housing, viewed from Botany Road facing west.



Figure 3.22 View of 792 Botany Road, facing southwest.



Figure 3.23 View of the southern side of 37 Henry Kendall Crescent, facing east.



Figure 3.24 View of 37 Henry Kendall Crescent, facing east.



Figure 3.25 View of the side setback between 35 and 37 Henry Kendall Crescent, facing east.



Figure 3.26 View of 35 Henry Kendall Crescent, facing east.



Figure 3.27 View of 33 Henry Kendall Crescent, facing southeast.



Figure 3.28 View from the Ambulance site towards the street trees, facing north.



Figure 3.29 View from 792 Botany Road towards the street trees, facing south.



Figure 3.30 View from 794 Botany Road towards the street trees of Coward Street, facing west.



Figure 3.31 View from 37 Henry Kendall Crescent towards the street trees in Coward Street, facing east.



Figure 3.32 View of the southwest corner of the site, facing northwest.



Figure 3.33 View from the southwest corner of the site towards the street trees in Henry Kendall Crescent, facing north.



Figure 3.34 View from Henry Kendall Crescent towards the street trees, facing south.

3.5 Endnotes

- ¹ SJB Architects, 2021, *Urban Design Study—776, 792–794 Botany Road & 33–37 Henry Kendall Crescent*, prepared for NSW Land and Housing Corporation, pp. 21.

4 Historical overview

4.1 Introduction

This section provides an overview of the historical background of the subject site. It is based upon secondary sources, supplemented with additional primary research from the National Library of Australia (NLA), the State Library of NSW and NSW Land Registry Service.

4.2 Early land grants and European occupation

The subject site was part of 42 acres granted to John Roby Hatfield in 1839. In 1902, a part of this grant, on which the subject site is located, was converted to Torrens Title by Primary Application by John Alexander Ferguson. This land fronted Coward Street and extended from Botany Road to Old Botany Road. On the eastern side of Botany Road, across from the land, was the Mascot Town Hall, built in 1889, an early 20th century terrace group and Electricity Substation No. 147, built c1923. In 1916 John Ferguson died and the land was transferred in joint ownership to his widow, Victoria Ferguson, and Marguerite Rogers.¹

In 1939 the western portion of Ferguson and Rogers' land was sold to Cooper Engineering Company Pty Ltd, who used the land on the corner of Old Botany Road and Coward Street for their factory.²

An aerial image from 1942 shows the land was largely unused, apart from what appear to be temporary circus structures along Botany Road (Figure 4.1). In 1943 Victoria and Marguerite sold the land to Horace Issacs, Douglas Adams and John Harris, who began to sell off portions of the land. Aerial images show that the land had begun to be used as a market garden in the middle of the 1940s, though this does not appear to have been a sustained use (Figure 4.2).³

In 1946 the land was purchased by the Council of the Municipality of Mascot. Henry Kendall Crescent was formed, and the land was subdivided soon after and was sold by the Council as part of a Civic Estate Subdivision of 1948.⁴ The subject site remained undeveloped at the time of the sale, apart from a long, hall-like structure which appeared on aerials by 1951 (Figure 4.3). Council's certificate of title shows that the land had been subdivided into residential lots along Coward Street and commercial lots along Botany Road, though the portions on the subject site were not sold (Figure 4.4).⁵



Figure 4.1 A 1942 aerial image showing the subject site shaded. (Source: SIXmaps)



Figure 4.2 An oblique aerial image of the subject site c1941–1951. Market Garden plots can be seen on the subject site. (Source: State Library of NSW; photographer Milton Kent)



Figure 4.3 A 1951 aerial image of the site, showing a long hall-like structure near the southeastern corner. (Source: NSW Spatial Collaboration portal)

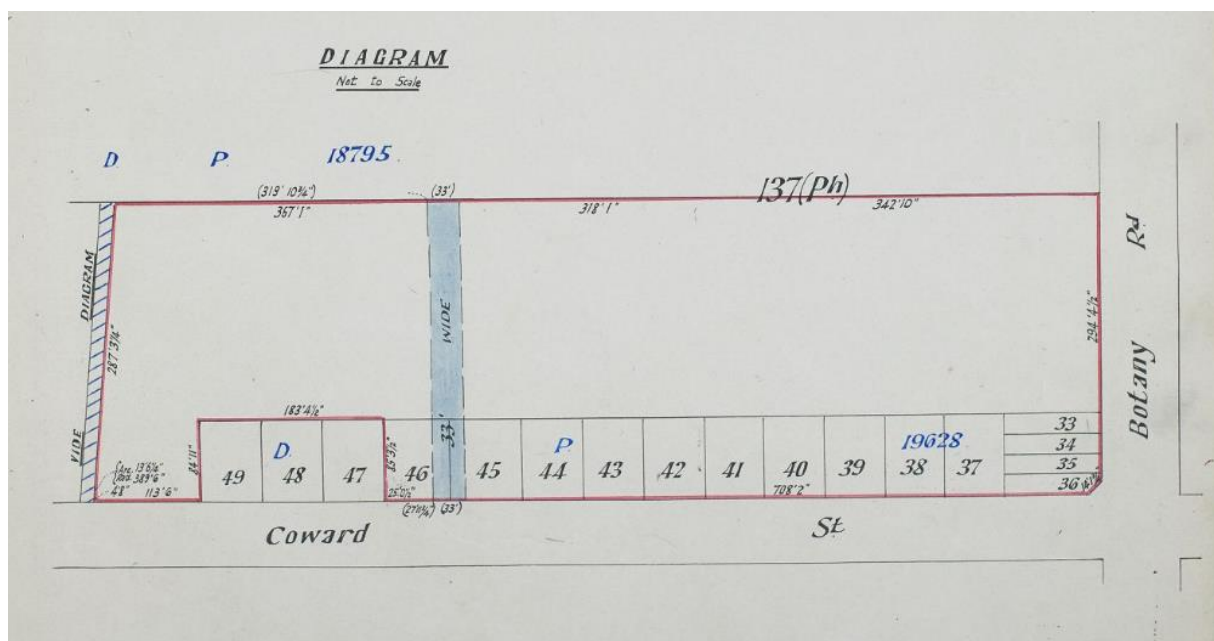


Figure 4.4 The Municipal Council of Mascot's land holdings at the subject site in 1946, shown outlined in red. (Source: NSW Historical Lands Records Viewer Volume 5619 Folio 205)



Figure 4.5 An oblique aerial image c1956, showing the site as largely undeveloped. The hall structure can be seen on site. (Source: State Library of NSW)



Figure 4.6 A 1961 aerial, showing the present buildings in place. (Source: NSW Spatial Collaboration portal)

4.3 Housing Commission and ambulance station development

In 1951 the Council sold part of their land to the Housing Commission of New South Wales. This portion matches the present boundaries of the proposed development. In the late 1940s and 1950s the Commission was rapidly building social housing throughout NSW to meet the shortfall that Australia was experiencing following the Second World War, spurred by Commonwealth Government policy. An oblique aerial image taken in c1956 shows the land undeveloped except for a long hall-like structure (Figure 4.5).

The land was subsequently subdivided by the Commission as part of Housing Commission Plan 1486. This formed the site into six lots. Lot 1 was transferred to the NSW Ambulance Transport Service Board in 1957⁶ Development of the land appears to have begun soon after, with five two-storey brick flat buildings being constructed on five lots and the two-storey brick Ambulance building being constructed on the remaining lot.

During this period the Housing Commission used standardized designs in their developments, employing several different 'types' to suit the needs of the development and the desired character of the housing area. The layouts and details of these buildings were adaptable, though they used similar materials, designs and layouts.

It appears three of the five buildings constructed for housing were a modified version of the T.R. style developed earlier in the 1950s. This was a standard two-storey brick flat building of four flats with separate external entries and no internal halls, many of which were built throughout Sydney. Figure 4.7 shows an earlier example of a T.R. style building constructed in Maroubra, with similar detailing and layout to the examples on site.⁷

On 29 March 1958 the housing development was opened with the name 'Esmey Cahill Gardens', in honour of Esmey Cahill, the wife of the then NSW premier Joseph Cahill. Aerials of 1961 show the first photo of the buildings on site (Figure 4.6). Judging by their size, the trees on site were probably planted in the 1970s.

The Mascot Ambulance Station was very likely constructed at the same time as the Housing Commission flats, considering the similarities in materials. This gives it a construction date of 1958. The station opened as part of the Central District Ambulance service, now part of the Sydney and South East sector.

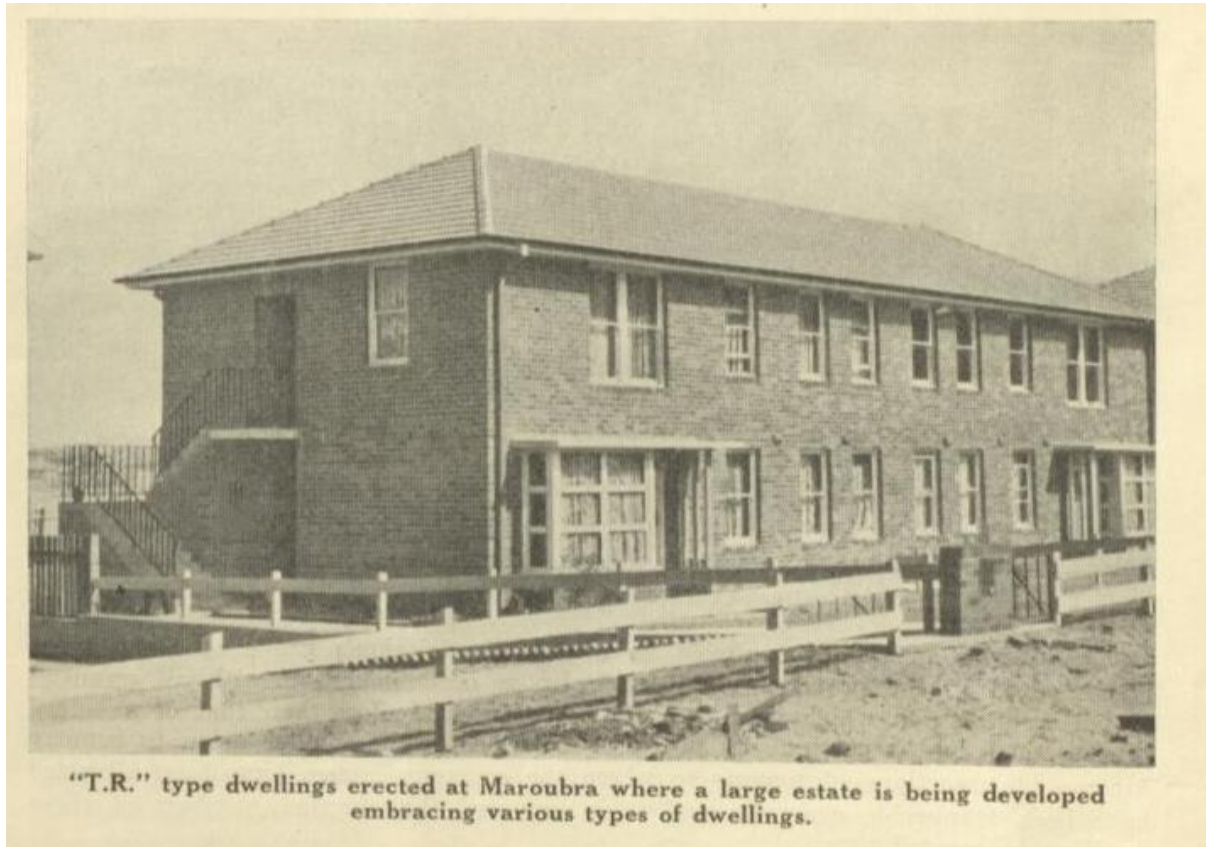


Figure 4.7 Example of TR type dwelling at Maroubra with great similarity with the blocks currently on site. (Source: Housing Commission of NSW Annual Report 1954)

4.4 Endnotes

- ¹ Registrar General, Volume 1389, Folio 14, Historical Land Records Viewer, NSW Land Registry Services.
- ² Registrar General, Vol. 5031, Fol. 2 & Vol. 5186, Fol. 200, Historical Land Records Viewer, NSW Land Registry Services.
- ³ Registrar General, Vol. 5358, Fol. 249, Historical Land Records Viewer, NSW Land Registry Services.
- ⁴ Advertising (1948, November 6). *The Sydney Morning Herald (NSW: 1842–1954)*, p. 23. Retrieved December 20, 2021, from <http://nla.gov.au/nla.news-article18105244>
- ⁵ Registrar General, Vol. 5619, Fol. 205, Historical Land Records Viewer, NSW Land Registry Services.
- ⁶ Registrar General, Vol. 6306, Fol. 24, Historical Land Records Viewer, NSW Land Registry Services.
- ⁷ Housing Commission of New South Wales. 1954, 'PART II.—CONSTRUCTION PROGRAMME.', Annual report of the Housing Commission of New South Wales Government Printer, Sydney viewed 21 December 2021 <http://nla.gov.au/nla.obj-2865766780>

5 Proposed development

5.1 Description of planning proposal scheme

An urban design study has been prepared by SJB Architects (SJB) which includes an indicative concept scheme for the site (Figure 5.1).



Figure 5.1 The planning proposal scheme. (Source: SJB Architects, 2021)

The following is a summary of the urban design concepts for the site as described by SJB Architects (2021):

- *Establish generous building setbacks to enable the retention of significant street trees (see Figure 5.2).*
- *Respond to the built form context through a street wall which takes into consideration the scale, rhythm and materiality of adjacent buildings.*
- *Establish built form transition with height stepped back from the street and transitioning down to low density residential areas to the north and west, supported by visual shielding by established trees.*

- Provide potential site linkages and access arrangements including improved connectivity and break up building length.
- Maintain a high level of solar access to Memorial Park with built form minimising overshadowing.
- Provide for landscaping and greening of the site by building on the existing mature street trees to be retained and bring landscaping into the site to support residential amenity and outlook and mitigate urban heat.

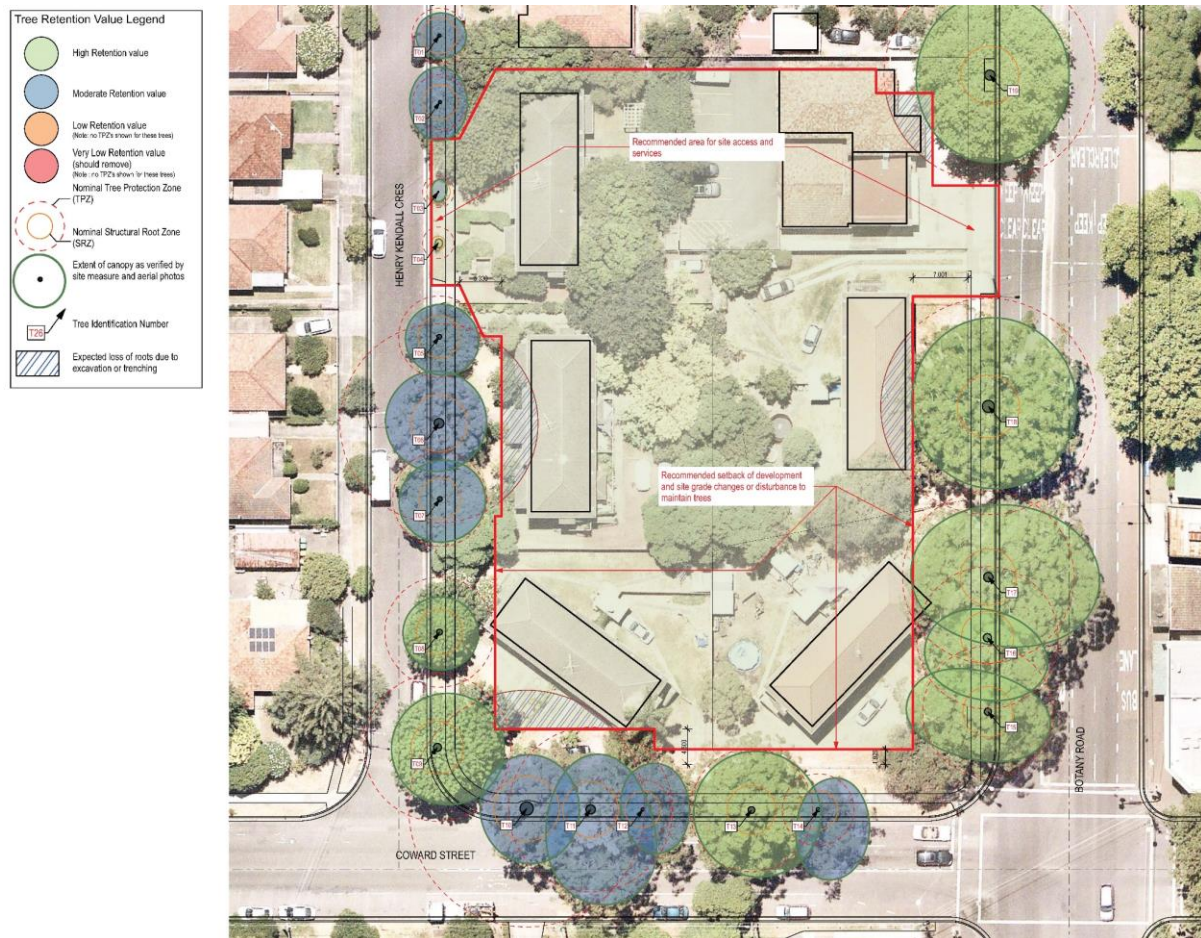


Figure 5.2 Tree retention plan. (Source: SJB Architects, 2021)

5.2 Documentation

This report has assessed the impact of the Planning Proposal Scheme on the heritage items in the vicinity of the site based on the following documentation (Table 5.1).

Table 5.1 Relevant Planning Proposal documents.

Document Name	Issue Date	Issued by
Planning Proposal	15 October 2021	File Planning & Development Services
Urban Design Study	14 October 2021	SJB Architects

6 Heritage Impact Assessment

Table 6.1 describes the terminology used in this report when assessing the heritage impacts of the concept design.

Table 6.1 Heritage impact rating definitions.

Rating	Definition
Major adverse	<p>Actions which will have a severe, long-term and possibly irreversible impact on the heritage item.</p> <p>Actions in this category would include partial or complete demolition of a heritage item or addition of a new structure in its vicinity that destroys the visual setting of the item. These actions cannot be fully mitigated.</p>
Moderate adverse	<p>Actions which will have an adverse impact on a heritage item. Actions in this category would include removal of an important aspect of a heritage item's setting or temporary removal of significant elements or fabric. The impact of these actions could be reduced through appropriate mitigation measures.</p>
Minor adverse	<p>Actions which will have a minor adverse impact on a heritage item. This may be the result of the action affecting only a distant/small part of the setting of a heritage place.</p> <p>The action may also be temporary and/or reversible.</p>
Neutral	<p>Actions which will have no heritage impact.</p>
Minor positive	<p>Actions which will bring a minor benefit to a heritage item, such as an improvement in the item's visual setting.</p>
Moderate positive	<p>Actions which will bring a moderate benefit to a heritage item, such as removal of intrusive elements or fabric or a substantial improvement to the item's visual setting.</p>
Major positive	<p>Actions which will bring a major benefit to a heritage item, such as reconstruction of significant fabric, removal of substantial intrusive elements/fabric or reinstatement of an item's visual setting or curtilage.</p>

6.1 Assessment of Heritage Impacts

The proposal has been assessed against the relevant controls with Bayside LEP 2021 and Botany Bay DCP 2013.

Table 6.2 Bayside LEP Clause 5.10 Compliance Table.

Part 5 Clause 10—Heritage Conservation	Analysis
Clause 5.10 (1) Objectives (a) <i>To conserve the environmental heritage of Bayside,</i> (b) <i>To conserve the heritage significance of heritage items and conservations areas, including associated fabric, settings, and views,</i> (c) <i>To conserve archaeological sites,</i> (d) <i>To conserve Aboriginal objects and Aboriginal places of heritage significance.</i>	<p>The subject site is not listed as a heritage item on the NSW State Heritage Register (SHR), nor in Schedule 5 of the Bayside LEP 2021.</p> <p>The subject site is not located within a Heritage Conservation Area (HCA).</p> <p>The site is in the vicinity of heritage-listed items in Schedule 5 of the Bayside LEP 2021.</p> <p>The proposed development, by NSW Land and Housing Corporation, would provide apartment buildings with a mix of social and private housing.</p> <p>The proposed works are associated with the demolition of existing structures on the site that carry no heritage values. The proposed development will not reduce the heritage values of the site.</p> <p>With reference to Section 4 of this report, the subject site is unlikely to have historical, archaeological or Aboriginal significance.</p>

Table 6.3 Botany Bay DCP Compliance Table.

Section Control	Analysis
3B.2.3 Development Application Requirements	
Heritage Impact Statements and Conservation Management Plans <i>Council requires that a Heritage Impact Statement (for local heritage items) or a Conservation Management Plan (for State listed items), be prepared by a professional heritage consultant or a similarly qualified person and be submitted with all Development Applications for Heritage Items or development within Heritage Conservation Areas. These documents are to be prepared in accordance with the guidelines</i>	<p>The proposal is associated with a residential development in the vicinity of local heritage items identified on the Bayside LEP 2021.</p> <p>This Heritage Impact Statement has been prepared to accompany the Planning Proposal to Council.</p>

Section Control	Analysis
<i>for Heritage Impact Statements and Conservation Management Plans issued by the NSW Heritage Office.</i>	
3B.7 Development in the Vicinity of Heritage Items or Heritage Conservation Areas	
<p>General:</p> <p><i>C1 New development in the vicinity, (nearby, adjoining or adjacent) of a Heritage Item or a Heritage Conservation Area must be designed to maintain the setting and the character of the street in which it is located.</i></p> <p><i>Note: A preferred approach is to design new buildings in a contemporary manner, which is sympathetic to the surrounding area, and to the Heritage Item or Heritage Conservation Area to which it is nearby, adjoining or adjacent to.</i></p> <p><i>C2 New development should be consistent in scale with the Heritage Item or Heritage Conservation Area.</i></p> <p><i>Note: To prevent changes in the scale of development, the building height of the Heritage Item or Heritage Conservation Area should be used as a benchmark for the maximum achievable building height of the proposed new development.</i></p> <p><i>C3 Parking facilities and driveways must be designed and located so as not to dominate the character of the street.</i></p> <p><i>C4 The design and siting of new work must compliment the form, orientation, scale and style of a Heritage Item or Conservation Area in the vicinity of the site.</i></p> <p><i>C5 Adequate space must be provided around the Heritage Item or Heritage Conservation Area in order to maintain significant or historic public domain views to and from the Heritage Item or Heritage Conservation Area.</i></p> <p><i>C6 Original or significant landscape features that are associated with the Heritage Item or Heritage Conservation</i></p>	<p>The proposed development comprises the construction of four to eight storey residential blocks in the vicinity of heritage items on the eastern side of Botany Bay Road and the southern side of Coward Street. Four listed heritage items of local significance on the eastern side of Botany Road, located a distance of 25–37m from the subject site include:</p> <ul style="list-style-type: none"> • 997–999 Botany Road (House Group); • 1001 Botany Road (Electricity Substation No.147); • 1005 Botany Road (Former National Bank of Australasia); and • 1007 Botany Road (Coronation Hall). <p>These four heritage items have direct visual connections to the site. The potential impact of the proposal is discussed below.</p> <p>The style of the proposed development is contemporary, which is sympathetic to the heritage items in close proximity. The proposed contemporary style would have a neutral impact on the heritage buildings in the vicinity.</p> <p>The heritage-listed buildings in close proximity to the subject site are two storeys high with additional height associated with pitched roofs and parapets, resulting in an overall height equivalent to 3 storeys or more of a modern structure. The proposed four-storey podium along Botany Road and Coward Street approximates the overall height of the heritage buildings opposite (Figure 6.5). The scale differentiation provided by the podium is sympathetic to the heritage items in close proximity.</p> <p>In addition, Botany Road, a four-lane vehicular route, provides a wide buffer between the heritage items. The proposed residential blocks are designed with a podium that will reduce the apparent scale of the development. This is in keeping with the scale of the heritage items on the eastern side of Botany Road.</p>

Section Control	Analysis
<p><i>Area and which contribute to the setting must be retained.</i></p>	<p>The generous setbacks from the site boundaries proposed for the new development (Figure 6.4) ensure that additional distance would be provided between the new development and the heritage items in its vicinity across Botany Road.</p> <p>The analysis of the 'Setbacks and Orientation' section below elaborates on the potential impacts of the proposed scheme on significant views of Mascot Memorial Park, a heritage item in the vicinity.</p> <p>The parking facilities of the proposed development would be located in two basement levels. The entries to the basement carpark have been designed and located to ensure they do not dominate the streetscape.</p>
<p>Design / Form:</p> <p><i>C7 New development must adopt the same eave lines, height of floors, stringcourses and rooflines (pitches and eave overhangs) of the Heritage Item or Heritage Conservation Area in the vicinity.</i></p> <p><i>Note: New or infill development must not match the existing Heritage Item, but rather sympathetically interpret the façade elements of the adjoining Heritage Item and the pattern of development within the street.</i></p> <p><i>C8 The proportion and spacing of door and window openings of new development shall relate to those of adjoining historic buildings.</i></p> <p><i>C9 The siting of new development shall not affect the structure of, or otherwise cause physical damage to any Heritage Item.</i></p>	<p>The rhythm of the new development (Figure 6.1 and Figure 6.2) is intended to respond to the heritage items on the eastern side of Botany Road (Figure 6.3). The frontages of heritage buildings along the eastern side of Botany Road are a combination of utility, retail, commercial, and residential uses. Fenestration features are generally vertical. The overall height and roof forms of these heritage items are generally 2-3 storeys. The built forms reflect the subdivisions patterns of the period with various building typologies. The proposed provision of a through-site link from Henry Kendall Crescent to Botany Road helped break up the building block on Botany Road into two smaller blocks, which sympathetically reflect the subdivision's patterns of heritage items across Botany Road. Furthermore, the proposed street interfaces and terraces on Botany Road sympathetically keep to the same vertical fenestration features of heritage items to the east of the site. However, stronger articulation of the façade at design development stages would enable the proposal to better respond to the rhythm of heritage items and its land subdivision.</p> <p>Retaining street trees on the southern site boundary sympathetically responds with the landscape character of the heritage-listed item, Mascot Memorial Park, across Coward Street (Figure 6.6). Furthermore, retaining the street trees on Botany Road would screen the visual appearance of the proposed development and reduce its impact on heritage items in the vicinity.</p>

Section Control	Analysis
<p>Height:</p> <p><i>C10 Notwithstanding the maximum height limit under Bayside LEP 2021, new or infill development shall not exceed the height of an adjoining, adjacent or nearby Heritage Item.</i></p> <p><i>C11 Where the Heritage Item is single-storey or where buildings in the Heritage Conservation Area are predominantly single-storey, new development must also be single-storey.</i></p> <p><i>C12 Where a Heritage Item or a majority of buildings in the Heritage Conservation Area are two storey, new or infill development in the vicinity may also be two-storeys.</i></p> <p><i>C13 Any new development or additions, which have a negative impact on the character of the streetscape or a Heritage Item, will not be permitted.</i></p>	<p>Overall, the design and form of the proposed planning scheme would have a minor adverse impact on the heritage buildings in close proximity to the site.</p> <p>The proposed residential blocks are designed with a 4-storey podium. The upper residential blocks are stepped back from the podium edge. The design approach will reduce the apparent scale of the development. The heritage-listed buildings along Botany Road are two storeys high with additional height associated with pitched roofs and parapets. The overall height of the heritage buildings in close proximity is equivalent to 3-4 storeys of a modern structure. The proposed four-storey podium along Botany Road approximates the overall height of the heritage buildings opposite (Figure 6.5). The maximum height of the proposed development on the elevation which interfaces with heritage items are further stepped back from the podium. In addition, Botany Road, a four-lane vehicular route, provides a wide buffer between the heritage items. This is in keeping with the scale of the heritage items on the eastern side of Botany Road.</p> <p>The subject site is adjacent to the heritage-listed Mascot Memorial Park. The ANZAC memorial statue lies on the northeast section of the park and is in close proximity to the proposed development. The planning scheme proposes 28m (8 storeys) on Coward Street.</p> <p>The shadow diagrams prepared by SJB Architects (Figure 6.7) illustrate that the ANZAC memorial will not be shaded by the proposed building on the winter solstice (21 June). However, parts of the park would be in shade earlier on the same day, with the maximum shaded area of the park reaching approximately 9% at 9 am. The proposed plan would have minor visual and physical adverse impacts on Mascot Memorial Park and its ANZAC memorial statue.</p> <p>The proposed development reaches a height of eight storeys along the Botany Road boundary. It is assessed that this height will cause some overshadowing of the heritage buildings located on the eastern side of Botany Road. In the shadow diagrams prepared by SJB Architects, it has been identified that the planning proposal would not produce overshadowing of the principal habitable</p>

Section Control	Analysis
	<p>rooms of this group of heritage items on Botany Road between 9 am and 3 pm on 21st June (Figure 6.8). Overshadowing is expected to occur after 3 pm. The current planning proposal scheme would have a minor impact on the amenity of the heritage buildings across Botany Road.</p> <p>The height of the proposed planning scheme would have a minor adverse impact on the heritage items in close proximity to the site.</p>
<p>Colours:</p> <p><i>C14 New development shall incorporate the use of colours and materials that are recessive (i.e. not as prominent) so that they do not visually dominate the Heritage Item or a Heritage Conservation Area.</i></p> <p><i>Note: Darker colours and simple façade treatments can assist in minimising the visual impact of new development.</i></p>	<p>The proposed external finish of the residential structures is a selection of face brick walls on the podium level. This takes its cues from the heritage items in the vicinity.</p> <p>The colours and materials of the proposed planning scheme would have a neutral impact on the heritage items in close proximity to the site.</p>
<p>Roof:</p> <p><i>C15 The roof shape and materials of new development or existing development shall relate to adjoining or nearby heritage buildings.</i></p> <p><i>C16 New developments that utilise a variety of roof forms such as gabled or hipped roof plans are encouraged.</i></p> <p><i>C17 Materials and finishes used in the roof plans of new developments should be sympathetic in character to that of the Heritage Item or Heritage Conservation Area.</i></p>	<p>The roof of the proposed apartment blocks is flat, which is contemporary in nature and inspired by the flat roof of the heritage items in the vicinity, specifically the Electricity Substation and the parapets of the Coronation Hall and the Former National Bank of Australasia.</p> <p>The roof of the proposed development would have a neutral impact on the heritage items in close proximity to the site.</p>
<p>Landscaping:</p> <p><i>C18 New landscaping shall be compatible with the character of surrounding heritage buildings. Planting of indigenous species is required.</i></p> <p><i>C19 Landscaping must be designed to minimise the visual appearance of new development to reduce its impact of the Heritage Item or Heritage Conservation Area.</i></p>	<p>The planning proposal includes significant setbacks from all of the site boundaries and will include retention of the existing native street trees (Figure 6.4). In the proposed scheme, residents will contribute to local biodiversity by planting within the landscape setback allowed in front gardens along the street edge.</p> <p>Furthermore, retaining the street trees on Botany Road and Coward Street would screen the visual appearance of the proposed development and reduce its impact on heritage items in the vicinity.</p>

Section Control	Analysis
<p>Setbacks and Orientation:</p> <p><i>C20 New development must be sited to reflect the front and side setbacks and predominant orientation of Heritage Item or Heritage Conservation Area in the Vicinity and the established pattern of setbacks within a street or precinct.</i></p> <p><i>Note: Where there is a variation in the front setbacks within a street, the prevalent pattern of setback along the entire length of the street should be used to determine the appropriate front setback.</i></p> <p><i>C21 Building encroachments within existing side setbacks defined by existing building lines are not permitted.</i></p> <p><i>C22 A reduction of front and side setbacks is not permitted for development adjoining a Heritage Item within an R2 Low density Residential zone.</i></p> <p><i>C23 New buildings or alterations and additions to existing buildings should be orientated to relate to existing Heritage Items and should not be oriented across sites contrary to the established pattern.</i></p>	<p>The proposed development provides a generous setback that extends beyond that of the existing planning controls.</p> <p>In the proposed planning scheme, both the podium and the top levels overlooking the heritage items in the vicinity are located parallel to the street frontage (Figure 6.2), which is consistent with the existing forms and settings.</p> <p>Mascot Memorial Park (Item No. I262 in Bayside LEP 2021) is a cultural landscape element located directly south of the subject site on the corner of Botany Road and Coward Street. The orientation and setback of the existing social housing buildings allow clear view lines through the subject site to Mascot Memorial Park. In the NSW Heritage Inventory¹, the statement of significance of Mascot Memorial Park highlights the importance of the views of the park from its urban surroundings:</p> <p style="padding-left: 40px;">The Memorial Park was acquired from the estate of early Alderman, William Parker, to provide an appropriately impressive setting for the memorial column, and it continues to demonstrate this intention, with the mature plantings forming the backdrop to views over the memorial from the public domain.</p> <p>Under Criteria C, 'Aesthetic/Technical Significance' of the listing of the Park, further reference is made to the backdrop views of the park and its contributory significance to the history of Mascot, and also to its current urban qualities:</p> <p style="padding-left: 40px;">The plantings of the park are also significant for their aesthetic values, including formal gardens and plantings in the vicinity of the Memorial and large native trees (which are rare in the Mascot area) that form a backdrop to views over the ceremonial areas.</p> <p>GML also identifies the views from Botany Road towards the ANZAC memorial and its backdrop of mature trees has high significance (see Figure 3.2) and identifies the views from Henry Kendall Crescent as having moderate significance (see Figure 3.10).</p> <p>The proposed planning scheme mostly retains these significant views. The setback of 7m from the site boundary on Botany Road, and 3m on Coward Street, together with the chamfered southeast corner of the proposed building, would preserve</p>

Section Control	Analysis
	<p>view lines to Mascot Memorial Park when looking southwest from Botany Road.</p> <p>The proposed setback of 5m from both sides of the site's southwestern corner (Henry Kendall Crescent and Coward Street) and the proposed 90-degree corner configuration of the building which follows the site boundary would result in a partial reduction in oblique view lines from Henry Kendall Crescent to Mascot Memorial Park.</p> <p>This would be mitigated by the fact that a large number of residents within the new social housing buildings would have views to Mascot Memorial Park.</p> <p>The proposed plan would have minor adverse impacts on significant views to Mascot Memorial Park and its ANZAC memorial from the surrounding areas.</p>
<p>Fences:</p> <p><i>C24 Fences and gates for new or infill development should be contemporary, simple and compatible in style and in materials by making reference to adjoining Heritage Items.</i></p> <p><i>C25 All front fences for new or infill buildings shall not exceed a height of 1.2 metres, except where it is to continue an existing pattern of period fences.</i></p> <p><i>C26 The exact reproduction of traditional fence styles is not permitted for new or infill development.</i></p> <p><i>C27 Solid metal panel (colorbond / corrugated steel) is not permitted in any type of development which fronts the street.</i></p> <p><i>C28 Materials, height, colour, texture, design, rhythm of bays and openings should be considered in the design of fencing.</i></p> <p><i>C29 Where a property or neighbourhood typically did not have front fencing, new fencing should not be introduced.</i></p>	<p>The current metal rail fences on the subject site have no heritage value. There are no distinctive fences or boundary markers associated with heritage items in close proximity.</p> <p>The fences of the proposed development facing heritage items in the vicinity—on Botany Road, Coward Street and around the corner of Coward Street and Henry Kendall Crescent—are contemporary and simple.</p> <p>The fences are less than 1.2 metres high and are composed of a solid brick base topped with vertical and horizontal metal rails. The proposed brick base finish makes reference to the heritage items across Botany Road and is sympathetic to the overall character of the district.</p> <p>The proposed fences are sympathetic to the heritage items in the vicinity of the site and would have a neutral impact.</p>

6.2 Statement of Heritage Impact

The proposed works are addressed in relation to relevant questions taken from the Heritage Division guidelines for 'Statement of Heritage Impact'.

Table 6.4 Discussion of Heritage Impacts according to Heritage Division Guidelines.

Heritage Division Guidelines	
Question	Discussion
<i>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</i>	<p>The subject site is not listed as a heritage item nor located within a Heritage Conservation Area.</p> <p>The contemporary design of the proposed residential development is sympathy with the character of heritage items in close proximity.</p> <p>The proposed 4-storey podium reflects the scale of the heritage items on the eastern side of Botany Road. In addition, the proposed setback of the development above the podium provides a human-scale at street level. The proposed development is articulated in height and the use of various material to the elevations provide reduces issues associated with bulk and scale.</p> <p>The proposed development has a generous set back from the site boundaries and is consistent with the existing planning controls. This approach helps retain the majority of the significant views to Mascot Memorial Park, south of the site.</p> <p>The proposed setback allows the retention of the significant street trees surrounding the subject site.</p> <p>The proposed provision of a through-site link from Henry Kendall Crescent to Botany Road helped break up the building block on Botany Road into two smaller blocks, which sympathetically reflect the subdivision's patterns of heritage items across Botany Road.</p>
<i>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:</i>	<p>Due of the generous setbacks of the proposed development (Figure 6.4), views to Memorial Park from Henry Kendall Crescent and Botany Road would result in only minor reductions in the view cone.</p> <p>This minor view loss would be mitigated by the fact that residents within the new social housing would have views to Mascot Memorial Park.</p> <p>Further elaboration of the mitigation measures is in Section 7.</p>

Heritage Division Guidelines

The following sympathetic solutions have been considered and discounted for the following reasons:

Not applicable

Demolition of a building or structure

- *Have all options for retention and adaptive re-use been explored?*
- *Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*
- *Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?*
- *Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?*

The subject site is not listed as a heritage item on the NSW State Heritage Register (SHR) nor in Schedule 5 of the BLEP 2021 and is it not within a Heritage Conservation Area (HCA).

GML has assessed that the buildings on the subject site do not hold heritage values.

The proposed planning proposal entails the demolition of all buildings on the subject site. The demolition would have **no adverse impact** on the place or heritage items in close proximity.

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

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Is the new development sympathetic to the heritage*

The proposed development comprises residential blocks in the vicinity of heritage items across Botany Road and Coward Street. Four listed heritage buildings of local significance are located opposite the subject site, on the eastern side of Botany Road, as well as a heritage-listed park on the southern side of Coward Street.

These five heritage items have direct visual connections to the site. The potential impact of the proposal is discussed below.

The proposed development is a contemporary 4 to 8 storey residential development that is sympathetic in style to the heritage buildings which have a direct visual connection with the subject site. The proposed contemporary style would have a **neutral impact** on the heritage buildings in direct visual connection in the vicinity.

The heritage-listed buildings in close proximity to the subject site are two storeys high with additional height associated with pitched roofs and parapets, resulting in an overall height equivalent to 3 storeys or more of a modern structure. The proposed four-storey podium along Botany

Heritage Division Guidelines

item? In what way (e.g. form, siting, proportions, design)?

- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

Road and Coward Street approximates the overall height of the heritage buildings opposite (Figure 6.5).

In addition, Botany Road, a four-lane vehicular route, provides a wide buffer between the heritage items. The proposed residential blocks are designed with a podium that will reduce the apparent scale of the development. This is in keeping with the scale of the heritage items on the eastern side of Botany Road.

The generous setbacks proposed for the new development (Figure 6.4) ensure that sufficient distance would be provided between the new development and the heritage items in its vicinity across Botany Road. However, the analysis of the 'Setbacks and Orientation' section below elaborates on the potential impacts of the proposed scheme on significant views of Mascot Memorial Park, a heritage item in the vicinity.

The rhythm of the new development (Figure 6.1 and Figure 6.2) is intended to respond to the heritage items on the eastern side of Botany Road (Figure 6.3). The frontages of heritage buildings along the eastern side of Botany Road are a combination of utility, retail, commercial, and residential uses. Fenestration features are generally vertical. The overall height and roof forms of these heritage items are generally 2-3 storeys. The built forms reflect the subdivisions patterns of the period with various building typologies. The proposed provision of a through-site link from Henry Kendall Crescent to Botany Road helped break up the building block on Botany Road into two smaller blocks, which sympathetically reflect the subdivision's patterns of heritage items across Botany Road.

Furthermore, the proposed street interfaces and terraces on Botany Road sympathetically keep to the same vertical fenestration features of heritage items to the east of the site. However, stronger articulation of the façade at design development stages would enable the proposal to better respond to the rhythm of heritage items and its land subdivision.

Retaining street trees on the southern nature strip of the site is sympathetic and responds to the trees and landscape in the heritage-listed item, Mascot Memorial Park, across Coward Street (Figure 6.6). Furthermore, retaining the street trees on all street sides of the development would screen the visual appearance of the building and reduce its impact on heritage items in the vicinity.

Heritage Division Guidelines

Overall, the design and form of the currently proposed planning scheme would have a **minor adverse impact** on the heritage buildings in close proximity to the site.

The proposed residential blocks are designed with a podium and stepped back blocks above. This approach will reduce the apparent scale of the development. The heritage-listed buildings along Botany Road are two storeys high with additional height associated with pitched roofs and parapets. The overall height of the heritage buildings in close proximity is equivalent to 3 storeys or more of a modern structure. The proposed four-storey podium along Botany Road approximates the overall height of the heritage buildings opposite (Figure 6.5). The maximum height of the proposed development on elevations that interface with heritage items are further stepped back from the podium. In addition, Botany Road, a four-lane vehicular route, provides a wide buffer between the heritage items. This is in keeping with the scale of the heritage items on the eastern side of Botany Road.

The site is adjacent to the heritage-listed Mascot Memorial Park. The ANZAC memorial statue lies on the northeast section of the park and is in close proximity to the proposed development. The planning scheme proposes 28m (8 storeys) on Coward Street. The shadow diagrams prepared by SJB Architects (Figure 6.7) illustrate that the ANZAC memorial will not be shaded by the proposed building at any time on the winter solstice (21 June). However, parts of the park would be in shade earlier on the same day, with the maximum shaded area of the park reaching approximately 9% at 9 am. The proposed plan would have **minor visual adverse impacts** on Mascot Memorial Park and its ANZAC memorial statue, which are close to the site.

The proposed development has a maximum height of eight storeys along Botany Road. It is assessed that this height will cause some overshadowing of the heritage buildings located on the eastern side of Botany Road. In the shadow diagrams prepared by SJB Architects, it has been identified that the planning proposal would not produce overshadowing of principal habitable rooms on this group of heritage items on Botany Road between 9 am and 3 pm on 21st June (Figure 6.8). Overshadowing is expected to occur after 3 pm. The current planning proposal scheme would have a **minor impact** on the heritage buildings across Botany Road.

Heritage Division Guidelines

The height of the proposed planning scheme would have a **minor adverse impact** on the heritage items in close proximity to the site.

Mascot Memorial Park (Item No. I262 in Bayside LEP 2021) is a cultural landscape element located directly south of the subject site on the corner of Botany Road and Coward Street. The current orientation and setback of the existing social housing buildings allow view lines through the subject site to Mascot Memorial Park.

The proposed planning scheme will minimise the extent of these views. However, the proposed setback of 7m from the site boundary on Botany Road, and 3m on Coward Street, as well as the chamfered southeastern corner of the proposed building, would preserve considerable view lines to Mascot Memorial Park when looking southwest from Botany Road. Similarly, the setback of 5m from both sides of the site's southwestern corner on Henry Kendall Crescent and Coward Street, would preserve a considerable angle of the view lines to Mascot Memorial Park from Henry Kendall Crescent.

This would be mitigated by the fact that residents within the new social housing would have views to Mascot Memorial Park.

The proposed plan would have **minor adverse impacts** on significant views to Mascot Memorial Park and its ANZAC memorial from the surrounding areas.

New landscape works and features

(including carparks and fences)

- *How has the impact of the new work on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*

Retaining street trees on the southern site boundary sympathetically responds to the landscape character of the heritage-listed item, Mascot Memorial Park, across Coward Street (Figure 6.6).

The parking facilities of the proposed development would be in two basement levels. The entries to the basement carpark have been designed and located to minimise negative impact on the street and views from the heritage items in close proximity.

The proposed fences of the development facing heritage items in the vicinity—on Botany Road, Coward Street and around the corner of Coward Street and Henry Kendall Crescent—are contemporary and simple. The fences are less than 1.2 metres high and are composed of a solid brick base topped with vertical and horizontal metal rails. The proposed brick base finish makes reference to the heritage items across Botany Road and is suitable for the overall character of the district.

Heritage Division Guidelines

- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

The proposed fences are sympathetic to the heritage items in the vicinity of the site and would have a **neutral impact** on them.

With reference to Section 4 of this report, the subject site is unlikely to have historical, archaeological or Aboriginal significance.

Tree removal or replacement

- *Does the tree contribute to the heritage significance of the item or landscape?*
- *Why is the tree being removed?*
- *Has the advice of a tree surgeon or horticultural specialist been obtained?*
- *Is the tree being replaced? Why? With the same or a different species?*

SJB sought preliminary arboricultural advice². The site contains several tree plantings with a high retention value, including Broad-leafed Paperbarks and Flooded Gums.

The proposal retains these existing tree plantings and the built form would be set back to maintain the spread of the tree canopy without impacting on their structural root zone. The construction of the proposed buildings would result in only minor encroachments on tree protection zones of retained trees—estimated to be no more than 10% encroachment. This minor encroachment is generally acceptable from a tree health perspective. Additionally, the proposed location of the vehicular entry to the site off Botany Road minimises any unsustainable impacts on the significant trees with the highest retention priority (Figure 5.2).

The retention of trees along the street boundary would have a **positive heritage impact**.

Only a few trees classified as having 'Low Retention value' would be removed to allow for vehicular entry from Henry Kendall Crescent. The proposal would have a **minor adverse impact** on the surrounding street trees.



Figure 6.1 Artist's impression of the view along Botany Road. (Source: SJB Architects, 2021)

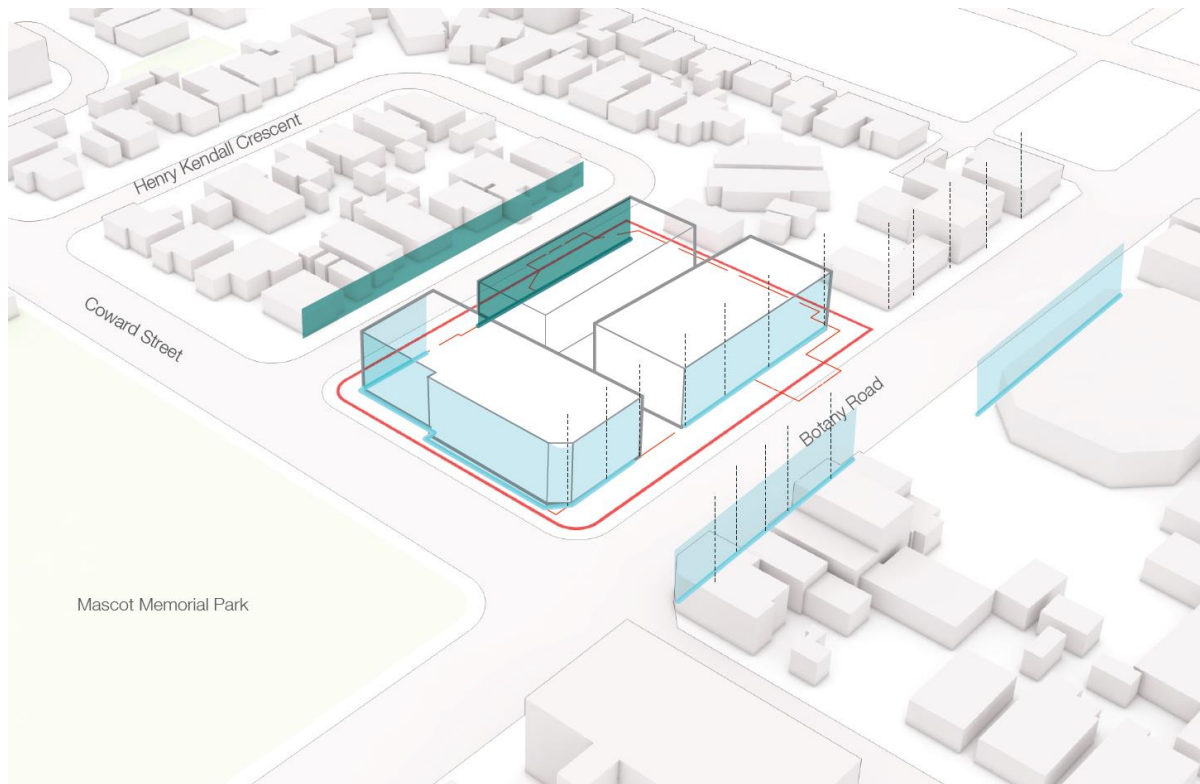


Figure 6.2 The rhythm and pattern of the street façade in the proposed scheme is planned to respond to the heritage-listed buildings. (Source: SJB Architects, 2021)



Figure 6.3 Fenestration and smaller subdivision pattern of heritage-listed items on the eastern side of Botany Road (heritage items are underlined in orange). (Source: SJB Architects, 2021 with GML overlay)



Figure 6.4 Setbacks diagram. (Source: SJB Architects, 2021)

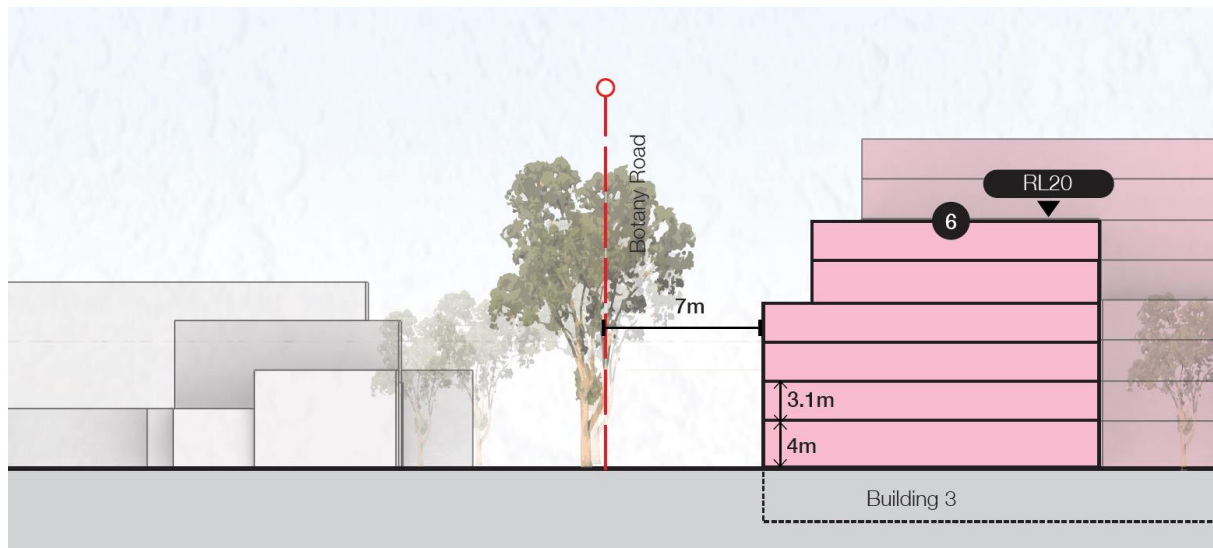


Figure 6.5 Section at Botany Road illustrating the height of the proposed development and the listed heritage items located on the eastern side of Botany Road. (Source: SJB Architects, 2021)

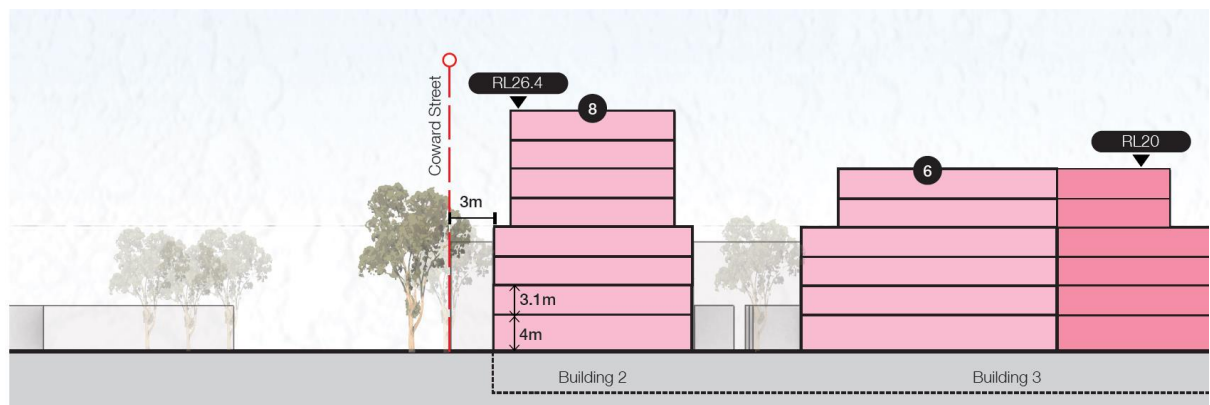


Figure 6.6 Section at Coward Street illustrating the retained street trees on the south side of the proposed development in relation to the heritage-listed Mascot Memorial Park. (Source: SJB Architects, 2021)

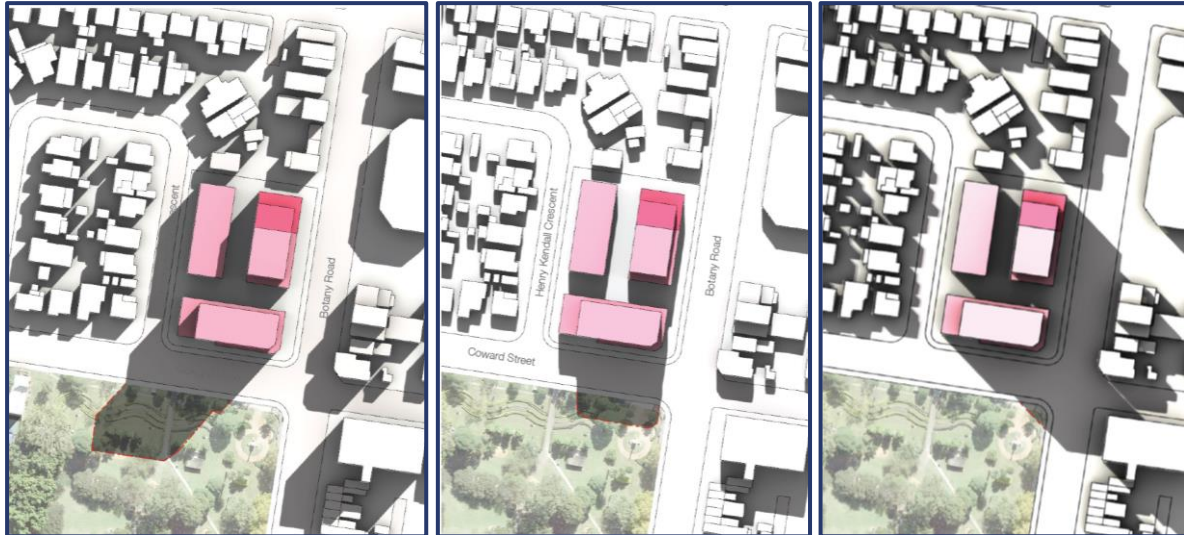


Figure 6.7 Shadow diagram of the proposed scheme at 9 am (left), 12 pm (centre) and 3 pm (right) on 21st June, showing the effect on the heritage-listed Memorial Park south of the subject site. (Source: SJB Architects)



Figure 6.8 Shadow diagram of the proposed scheme at 3 pm on 21st June, showing the effect on the heritage items in the vicinity (orange). (Source: SJB Architects, 2021 with GML overlay)

6.3 Heritage Impact Statement

This HIS relates to the current planning proposal. A further impact assessment will be required as the project progresses and further information regarding the architectural design of works is fully developed.

A **minor visual adverse heritage impact** has been identified for the listed heritage items in the vicinity.

To ensure that the final outcome of further development applications on the subject site would have a neutral heritage impact, recommendations in Section 7 need to be considered.

6.4 Endnotes

- ¹ NSW State Heritage Inventory, accessed 21st of December 2021
<https://www.hms.heritage.nsw.gov.au/App/Item/ViewItem?itemId=1210071>
- ² SJB Architects, 2021, *Urban Design Study—776, 792–794 Botany Road & 33–37 Henry Kendall Crescent*, prepared for NSW Land and Housing Corporation, pp. 22.

7 Conclusions and recommendations

As demonstrated in Section 6, the proposed planning scheme and urban design study on the site would result in **minor visual adverse heritage impacts** to heritage items in its vicinity. To help minimise or mitigate the adverse heritage impacts of the project, the following actions should be implemented during the further development of the concept proposal in later phases.

7.1 Views to landscape heritage items

The heritage significance of views towards the ANZAC memorial and the canopy backdrop of Mascot Memorial Park is outlined in Table 6.3. These views form part of the character of this area. Views from the surrounding streets to Mascot Memorial Park should be preserved where feasible. The proposed planning scheme retains the significant views as outlined in Section 6.

Due to the orientation and setbacks of the social housing, these significant public domain views currently exist when looking south from Botany Road (north of the Coward Street intersection) to Mascot Memorial Park (a landscape heritage item). It is recommended that throughout the following stages of site development that where possible consideration be given to the retention of these views.

7.2 Existing structures

In 1958, the existing social housing was constructed on the site by the Housing Commission of NSW. The existing social housing follow the standardised designs typical of Housing Commission developments at that time, representing the values of mid-century Modern Architecture, including efficiency. These buildings were not assessed as having heritage values. However, we consider that the role of the Housing Commission of NSW in meeting the shortfall in housing that Australia was experiencing after the end of the Second World War deserves to be recorded and documented for future generations.

7.2.1 Photographic Archival Recording

We recommend that a photographic archival recording (PAR) is undertaken prior to the demolition of the existing housing blocks, in accordance with the guidelines contained in the following documents:

- Photographic Recording of Heritage Items using Film or Digital Capture, NSW Heritage Office, 2006; and
- How to Prepare Archival Records of Heritage Items, NSW Heritage Office, 1998.

7.2.2 Interpretation of corner signage

The foundation stone at the southeastern corner of the site (Figure 3.20) lists the opening day of the 'Esmev Cahill Gardens', the social housing blocks, and the name of the Minister of Housing at that time. GML recommends the following:

- The foundation stone be salvage. The stone can be kept in situ or relocated as part of the proposed development.
- The new location of the corner stone should be visible from the street and interpreted.

Further interpretation panels or boards can be added next to the salvaged foundation stone to elaborate on the social housing currently on site.