

HERITAGE MEMORANDUM

To: Jonathan Goodwill

Cc: Paul Dignam

From: Robyn Conroy

Re: DA 0289/14 - St Andrews Church Roseville (corner of Hill Street and Bancroft Avenue)

Proposed alterations and additions to the church building, hall and rectory; including the demolition of the existing hall and rectory.

AMENDED APPLICATION – submitted 7 April 2015

15 June 2015

Background

St Andrews Church is located in a prominent position at the south-western entrance to Bancroft Avenue at its intersection with Hill Street at Roseville. The existing church building is a traditionally-styled early 20th Century brick structure with sandstone detailing and its hall is of later (mid 20th Century) brick construction. The rectory is a two-storey house built in the latter part of the 20th Century which reads as part of the streetscape of Bancroft Avenue. The church site (which covers two lots) is bounded by mature exotic trees and a low wall constructed of sandstone slabs to Bancroft Avenue and Hill Street and the rectory is in a traditional residential setting with front and rear garden areas on a third lot addressing Bancroft Avenue.

The whole of the site is within the area covered by the Ku-ring-gai LEP (Local Centres) 2012 and is in the C36 – Lord Street and Bancroft Avenue Heritage Conservation Area. It is also in the vicinity of a locally significant heritage item at 3 Bancroft Avenue.

The application has been subject to a series of discussions between Council staff and the applicant since it was submitted, and the scale, form and massing of the rectory building have been amended in response to concerns about the design and detailing of the rectory and carpark building, which were considered to not successfully reconcile the traditional qualities of Federation scale, form and detailing with what is essentially a contemporary church complex. Refer to the Heritage Memo dated 20 November 2014 for more details about the issues that informed the design amendments.

The development as now proposed will read clearly as a part of the contemporary church group. It does not attempt to incorporate elements of Federation domestic detailing or to read as a contemporary house in the streetscape of Bancroft Avenue. This is considered to be an appropriate solution given the use of the site.

Some issues remain regarding details of the new rectory building, and significant issues remain outstanding from the impact of the proposed floor space ratio proposed for the development. This Heritage Memorandum focuses on these matters. Refer to the earlier Memo (October 2014) for details of the earlier proposal and a more detailed assessment of its heritage impacts.

Site inspection

Inspection was limited to the public domain and included the streetscapes of Bancroft Avenue and Hill Street. The relative heritage values of the various buildings identified in the HIS are agreed. The existing rectory was built in the latter part of the 20th Century of dark brick and is an incongruous component of the otherwise substantially intact early 20th century streetscape of Bancroft Avenue. The streetscape of Hill Street is more mixed in character, and includes small-scale traditional shops to the north-west towards the station and a 1960s era residential flat building to the immediate south of the site. The most distinctive feature of the Hill Street streetscape is the split level carriageway. The western side of Hill Street is bounded by the main North Shore railway line which is set well above the

ground level of the subject property and affords good views over the site and conservation area beyond. The group of commercial buildings on the northern side of the intersection (addressing Hill Street) are not within the HCA.

The heritage items in the vicinity of the development (including 3, 6, 8 and 10 Bancroft Avenue) are all good examples of early 20thC Federation/Queen Anne domestic architecture in traditional garden settings. Many of the other houses in the streetscape demonstrate similar architectural and garden qualities, resulting in a streetscape of notable rhythm and consistency. Superficial streetscape views are directed by the street trees, but oblique views over the houses are readily appreciated from multiple perspectives including the carriageway, footpaths, train line and from within other properties in the HCA.

Nature of the proposed work - amendments

Much of the development is substantially unaltered from the original development application. The existing rectory, hall, rectory and the side (southern) wall of the church will be demolished to allow a substantial addition and new development over the amalgamated site to accommodate a larger worship space, hall, meeting rooms and spaces together with two dwellings (the rectory and a smaller self-contained flat) all over a semi-excavated basement space accessed from Bancroft Avenue that will provide parking for 38 vehicles.

The design of the rectory building has undergone several significant modifications in response to Council's advice since the first Pre-DA meeting. The pre-DA drawings showed a steeply pitched roof to the rectory with large dormer windows which increased the height to three storeys. Advice was provided that this was not acceptable and that a more traditional residential form would be more likely to be appropriate in the context of the streetscape of Bancroft Avenue.

The design submitted with the DA in 2014 had a steeply pitched roof over part of the rectory with a visually prominent and asymmetrical cross-gable to Bancroft Avenue (similar in profile to the roof line of the proposed main hall behind the parapet to Hill Street) and a very low-pitched hipped roof over most of the street elevation, both the veranda and bulk of the main building. The lower level was dominated by a wide void to the entrance to the carparking set well under the building, meaning that the upper level would have clearly been set upon a suspended slab with little reference to the solidly grounded traditional character of the Federation streetscape. Issues also were noted with the spatial relationship between the façade alignments at upper and lower levels, overlooking of the adjacent heritage item's private rooms and open spaces and other concerns. The rectory building also included Sunday School facilities and store rooms, further increasing its bulk. It was considered that this form would not have read as a sympathetic element in the streetscape of Bancroft Avenue and the applicant was advised that the design should be amended to read as a clearly non-residential building with well resolved scale, form and proportions and which did not attempt to reference Federation elements in a commercial context.

The integration of historic but non-residential community uses in HCAs significant for their residential character can be a challenge. Requiring church activities to be contained within a Federation-styled or strongly referenced building would confuse the historic and aesthetic qualities of the built environment of Bancroft Avenue and the HCA. The original DA submission referenced Federation elements such as the return verandah, gabled wing and sandstone base, but did not present them in a contextually meaningful manner that would add a positive layer to the historic record of the HCA. The amended proposal has addressed most of the design issues.

The rectory will not read as a dwelling house, either Federation or contemporary, but it will now read clearly as part of the church complex, with non-residential design and modelling.

Its scale has been reduced slightly and its height will sit between the heights of the existing church and the prevailing one-two storey domestic scale of the Federation houses of Bancroft Avenue. The impact of the wide and deep void under rectory has been minimised by the addition of a solid sliding gate on the street-facing façade and the relationship between the elements improved.

The form and detailing of the eastern elevation of the rear multipurpose/office building has been revised to help minimise the potential for overlooking of the private spaces of the adjoining heritage item. This has included the reconfiguration of uses within the buildings to reduce the scale of this part of the rectory building, the removal of windows that would facilitate the overlooking of the adjoining property (3 Bancroft Avenue) and alterations to the terraces with stepped screens and planting boxes to modulate and soften the interface between the two uses.

A free-standing canopy structure has been added at the top of the wide stairway between the existing church and the new rectory building.

Changes were also requested to the glazed link between the original church and the new worship space to the Hill Street elevation. This detail was not amended, the reasons being explained by letter.

The hydrant booster pump has been moved away from the eastern boundary to towards the middle of the Bancroft Avenue elevation. The substation box adjacent to the existing church on the footpath of Bancroft Avenue has now been moved into the garden of the church site.

Statutory context

The site is subject to the provisions of the Ku-ring-gai LEP (Local Centres) 2012. It is within the c36 (Lord Street/Bancroft Avenue) Heritage Conservation Area but none of the three lots are listed as individual heritage items. The rectory at 1 Bancroft Avenue is adjacent to a locally significant heritage item (3 Bancroft Avenue), and the development is therefore within the vicinity of this item. It is also in the vicinity of other items at 6, 8 and 10 Bancroft Avenue and at 1 Hill Street. The Lord St/Bancroft Avenue precinct was identified as part of a wider area in the 2008 Local Centres Heritage Review by Paul Davies Heritage Architects Pty Ltd in recognition of its historical and aesthetic significance as an area of Federation Queen Anne style housing which represents an intact portion of the 1903 Clanville Estate. The majority of homes in the vicinity of the site are pre WW2, with a high proportion of notable and substantially intact original homes, and many others that have retained their Federation form although altered over the years.

The heritage provisions of the LEP apply to the proposed works (5.10).

The objectives of clause 5.10 are as follows:

- (a) to conserve the environmental heritage of Ku-ring-gai,
- (b) to conserve the heritage significance of heritage items and heritage conservation 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 (4) requires that before granting consent to the proposed development, the consent authority must consider the effect of the proposed development on the heritage significance of the conservation area and heritage items in the vicinity of the development.

A Heritage Impact Assessment has been prepared by a qualified and experienced heritage practitioner and submitted with the DA in accordance with Cl.5.10(5), and has been updated in response to the latest amendment to the design. The HIS addresses the NSW Heritage Council's requirements for Statements of Heritage Impact, although it does not address the impacts on the adjacent heritage item in any detail. It concludes that the proposed development will have an acceptable impact on the heritage values of the HCA and adjacent Heritage Item at 3 Bancroft Avenue. Its findings are generally supported except where identified below.

Summary of heritage impacts

i) Complete demolition of existing church hall, rectory and partial demolition of the existing church building.

The HIS notes that this demolition is required in order to carry out the proposed development.

The existing rectory was built in the late 20th Century. It is a detracting element in the streetscape due to its built form that does not respond to either the Federation character or streetscape rhythms which are formed by the patterns of early 20thC houses set in mature gardens with side driveways to garaging at the rear of the property. Its demolition will have negligible adverse impact on the heritage values of the HCA. The removal of trees and hedging in the rear garden area will however impact on the quality of views available between houses to the rear garden areas.

The hall is typical of its era and purpose and could be retained with no adverse impact on the heritage values of the area. The structure is situated at the southern corner of the HCA and addresses Hill Street. It is hidden in views from Bancroft Avenue by the rectory and church. The significance and contributory value of the hall is derived from its role as part of the Church group rather than the qualities of its fabric. It is noted that the original church building was on the site now occupied by the hall. Its demolition to allow the extension of the current church building and construction of new hall facilities is therefore consistent with the heritage values of the site as part of the HCA.

The application also includes a substantial demolition of the southern wall of the church building to allow for the construction of the proposed worship space. This is a more dramatic intervention and will result in the loss of existing fabric and the reinterpretation and reorientation of the surviving fabric. The existing church was built in 1935 and the HIS argues that it has little intrinsic fabric significance, being of non-exceptional construction and typical austere Inter-War ecclesiastical detailing. The wall to be demolished does not address Bancroft Avenue and is not visible from Bancroft Avenue. It is visible from Hill Street, particularly when travelling north. Although somewhat dramatic in terms of its visual impact, the proposed partial demolition of the church will facilitate its ongoing active use for worship by the local community which is a fundamental part of its heritage value as part of the HCA.

ii) Site amalgamation and development that will introduce non-residential land use activity to Bancroft Avenue

The church, hall and rectory are each located on a separate lot at present. The relationship between the church and hall mean that they read as a single property, but the rectory, with its separate orientation addressing Bancroft Avenue, domestic built form, garden plantings and dividing fencing means that the site at present reads as part of the residential streetscape of Bancroft Avenue and not as part of the church complex.

The historically significant subdivision pattern of the Clanville Estate will be altered by the proposed amalgamation and integrated development of the three sites. It is noted that the lots on which the church and hall stand were originally configured to address Bancroft Avenue, not Hill Street.

The HIS states that the three lots all form part of the church site and should be developed as such. It does not address the issue of impact on the historic subdivision pattern or the highly intact residential character of Bancroft Avenue within the HCA. It also does not provide a detailed assessment of the impacts of the change of use of the existing rectory site to read as part of the church group and not as a traditional dwelling on the heritage values (especially historic and aesthetic) of the HCA.

Council's Local Centres DCP 2012 states as follows:

67. A subdivision will only be considered when the proposed subdivision:

- i) will not adversely affect the significance of the HCA; and
- ii) will not result in a development which will adversely affect the significance, character or appearance of the HCA.

Site amalgamation is a form of subdivision, and the traditional and historically significant subdivision pattern of the HCA will be altered by the proposed development.

It is considered that the amalgamation of the church and church hall sites will have acceptable impact on the heritage values of the HCA given the historical and physical relationship between the two.

The inclusion of 1 Bancroft Avenue within the amalgamated site will have greater impact on the heritage values of the HCA. It will have the potential to disrupt the lot boundary patterning and streetscape rhythms of Bancroft Avenue, particularly if the development at the rear of the rectory will read as extending commercially-scaled patterns of site coverage and development into the residential precinct.

Active church uses including the entrance to the car park and undercover passenger drop-off areas will be introduced to the streetscape of Bancroft Avenue. The bulk of the new rectory building has been reduced from the original DA by removal of a Sunday school room from its envelope, which is supported. The rectory will be situated above the entrance to the car park (see below). The new building will be visually separated in casual views from the main church by a flight of stairs to the west of the rectory although they will be physically and visually linked at the lower level behind this stair and at the upper level by a flying awning at the top of the staircase.

The existing garden to the rear of the rectory will be replaced by the car park with Sunday school and multipurpose rooms and offices opening onto a large elevated terrace. It will not read as a residential garden space and will not be capable of including deep soil planting.

iii) Built form

The proposed reorientation of the worship space through the large lateral extension to the existing church building is an increasingly popular option for additions to churches, particularly when their overall scale and form (i.e. streetscape presentation) is important to retain. The HIS argues that it is a more appropriate solution than for example extending the existing nave to the east; and in the context of the importance of maintaining the spatial and architectural integrity of the views of the church within the HCA, this argument is considered to have validity.

The amendments to the scale, form and detailing of the development, and in particular the eastern part of the site, have addressed almost all of my previous concerns about the development (as were identified in the 20 October Memo). The changes to finishes and materials to the street elevation and improved modulation of the street-facing elevations (including the treatment of the verandah) are considered appropriate in the context of the contemporary and non-residential design aesthetic of the development. It will not be mis-interpreted as an original house, nor will it read as a 'fake' Federation in the context of the streetscape. It will read as a new layer that forms part of the church group.

The proposed multipurpose building is located along the southern boundary of the site and will extend into the space now occupied by the rear garden of 1 Bancroft Avenue. It is two storeys in height above the basement car parking level. Its setback from the boundary to 3 Bancroft Avenue has been increased to 2860mm at the front corner of the property to between c1800mm (planter boxes) and 2800mm at the rear of the main building, and then c10m at the rear of the site under the Brush Box tree. The upper level is set back further, with the wall of the rectory between c4800mm and c6200mm from the boundary. Note that most distances are not dimensioned on

the plans, and these are estimated. This increased spatial separation and the reconfiguration of the windows and planter boxes to the eastern boundary will help to reduce the environmental impacts of the development on 3 Bancroft Avenue but it is considered that further softening of the interface could be achieved by the retention of the existing plumbago hedge along the boundary and further hedge planting in this area.

The roof form of the rectory building has been amended to a contemporary very low pitched hip that does not attempt to replicate a Federation form. In the context of the new design idiom this is considered appropriate, and will help to minimise the visual scale of the proposed development when viewed from both Bancroft Avenue and Hill Street.

The main multipurpose building is separated from the rectory building by a courtyard set on a podium above the car parking level. This courtyard is identified as being the main social/gathering space of the church. It will be screened from the heritage item by a planting and a privacy screen, which should prevent the casual overlooking of the item from this terrace.

iv) *Parking and access*

Approximately 38 car parking spaces are proposed as part of the development. These will be accessed via a circular driveway from Bancroft Avenue which also leads to the semi-basement carpark and a covered area for loading/unloading of passengers under the rectory. The entrance to the car park will be two-way, and a wide opening is required.

The entrance to the undercover carpark and drop-off/pick up area has been amended in response to earlier heritage concerns by the addition of a rolling screen door to the wide opening flush with the Bancroft Avenue elevation. This is an appropriate solution to the adverse aesthetic impact of the previous permanent opening to a void space providing that the screen is of high aesthetic quality and does not read as a standard garage door.

Even though set well back (and notwithstanding the aesthetic issues arising from this as identified in (iii) above), this will introduce a clearly non-residential activity to the streetscape of Bancroft Avenue. Given that the provision of car parking is required by the DCP it is considered that the arguments for the Bancroft Avenue access point made in the HIS are reasonable. The addition of a screening door at this entrance, together with the changes to the form and detailing of this part of the façade, will do much to reduce its visual impact. The side (west facing) opening to the porte cochere area is shown on the DA drawings as unscreened. Its orientation means that it will be less visible and have less impact than the eastern door from the residential area, but it will be prominent when travelling east along Bancroft Avenue and it is suggested that it should also be screened by a rolling screen door to create a fully enclosed base for the building.

Any consent should be conditioned to ensure that the screening door remains closed except during services and major functions (and immediately prior/after). At all other times it should be openable on demand as per a standard commercial door, with a default to the 'closed' position.

v) *Landscaping*

The amended development includes the removal of 14 trees from the three sites (c8-9 from the perimeters and one from the street verge) and the planting of three new trees, including a traditional specimen tree (Jacaranda) in the front garden of 1 Bancroft Avenue and additional landscaping to replace the existing hard stand area, which is supported. The other new trees are to the Hill Street elevation.

The existing front gardens along both Hill Street and Bancroft Avenue elevation will largely be retained including the lawns and mature trees in these areas. This is supported. The high site coverage and extent of excavation proposed means that minimal area will be available for deep soil planting other than these spaces.

The rear garden area of 1 Bancroft Avenue is currently simple, with a large lawn area with some plantings of trees and smaller plants including a substantial plumbago hedge along the boundary with 3 Bancroft Avenue. This area will largely be excavated and covered by the new building with the exception of the rear corner of the site, which will be retained as deep soil planting area and includes a mature Brush Box tree that will also be retained (which is supported). Other trees in the rear garden of 1 Bancroft Avenue close to the boundary with 3 Bancroft Avenue will be removed, including a 12m high Jacaranda and 9m high Port Jackson Fig which is leaning markedly towards 3 Bancroft Avenue. The Jacaranda is one of the trees highly characteristic of the plantings in the HCA and its loss is unfortunate, but will be mitigated by the planting of a new Jacaranda in a more prominent position in the front garden on the property.

The Arboricultural Impact Assessment submitted with the original application (treeIQ) identified that the root/canopy systems of three other trees on adjoining properties will potentially be affected by the proposed development: a large Angophora Costata in the garden of the heritage item at 3 Bancroft Avenue and an Elm and Saucer Magnolia in the garden of the adjoining residential flat building at 3 Hill Street. The root system of the Angophora will be protected by the increased setback of the car park in this corner; and the trees on 3 Hill Street will require pruning and careful attention to the root system during the construction works.

The main area of open space associated with the proposed new Church complex will be the large terrace courtyard between the multipurpose hall and the rectory buildings. This will be the primary gathering place for the congregation and visitors. As noted above, it will be elevated above natural ground level and screening is proposed to prevent overlooking of the adjacent residence at 3 Bancroft Avenue. The application suggests that trellis planting will be used to provide additional screening and to soften the aesthetic impact of this elevation and it is recommended that a condition of any consent be that the planting be well maintained into the future. It is noted that there is a large plumbago hedge in the garden of the existing rectory against the boundary to the heritage item at 3 Bancroft Avenue which has the potential to be retained and even extended to the rear boundary to provide effective screening of much of the adjacent development from the private garden of 3 Bancroft Avenue.

The existing low sandstone wall surrounding the site, including the formal stone entry steps at the corner of Bancroft Avenue and Hill Street is a memorial feature and will be retained, although it will be penetrated in several places to provide access to the driveways. Details of these openings have not been provided.

The original application included the installation of a large electrical substation box on the Bancroft Avenue verge outside the church. This was requested to be relocated to the Hill Street elevation to minimise its impact on the streetscape of Bancroft Avenue. The application as now proposed includes the substation within the site in a similar position as proposed originally. The HIS addresses this issue by noting that the substation is required by the development, and that its position has been determined by the need to protect tree roots (particularly the River Peppermint, T29, to the immediate north-east of the substation); and the need to provide statutory clearances from other infrastructure and buildings. It is noted that the photomontages provided take advantage of a shadow cast by the tree outside the property to minimise the visual impacts of the substation, but this is not convincing in the context of the real streetscape views. The substation will be clearly visible in views over the church building from both Bancroft Avenue and Hill Street.

The original application also included a commercially scaled hydrant booster installation at the front of the rectory adjacent to the common boundary with the heritage item at 3 Bancroft Avenue, and the applicant was requested to also relocate this. The hydrant booster pump has been relocated to the west (still on Bancroft Avenue) to between the two new driveways. The information suggests that it will be painted red. There is no statutory requirement for these pumps to be painted red and a more visually recessive colour is recommended. The impact of the pump

could be further reduced by placing it at 90 degrees to the boundary. There is no requirement to place it parallel to the boundary.

Requested variation to the FSR

The proposed FSR of the development on the site exceeds that permitted in the LEP, and a Request to vary this standard has been submitted. This FSR is intended to limit the scale and density of development on the site. It applies regardless of the use proposed on the site or its heritage status, but is relevant to the consideration of the heritage impacts of the development because a considerable proportion of the proposed additional floor space is to be located in the multipurpose and administration building which will extend over the area presently occupied by the back garden of the rectory. The existing rectory is not a contributory building in the HCA, but the pattern of development on the site is consistent with that of the streetscapes of the HCA, with well vegetated front and rear garden spaces that provide an appropriate setting for the adjacent heritage item.

The proposed development is now clearly not residential in its form, although the front building is transitional in its scale in the context of the streetscape of Bancroft Avenue between the residential development and the much larger scale of the church. This is considered acceptable in the context of the purpose of the site and its relationship with the streetscape of Bancroft Avenue, but the scale of the rear building, with a proposed parapet height of 9.25m above ground level, is still of concern in the context of the heritage values of the C36 HCA.

The formal request to vary this development standard has been updated to reflect to the amended DA (Clause 4.6 request to vary the FSR standard (April/August 2014.13292)). It notes (p.6) that

“the main environmental impact as a result of redistributing the floor space to the rear of the eastern portion [of the aggregated site] is the loss of an area that would typically be backyard if the development was a traditional dwelling house.”

This statement is correct in relation to the impact of the development on the HCA. In terms of the heritage impacts relating to the FSR and area to be built upon, this eastern area is the most sensitive part of the site. It is also the part immediately adjacent to the heritage item at 3 Bancroft Avenue, and the area that will be most visible from the streetscape of Bancroft Avenue.

St Andrew's is a parish church and draws its congregation from the local area. It is a local landmark and continues to minister to its congregation and the wider community through its outreach programs. Providing contemporary facilities for these activities is consistent with the Church's mission, and is consistent with the historic pattern of use of a church in a residential area. It is noted that church buildings (and halls) traditionally have a large building bulk when compared against their nominal floor areas, and it is this, as well as the number and scale of ancillary spaces proposed on the site, which have led to the commercial-scale impact of the volume of buildings on the site.

The impacts of this volume on the heritage significance of the HCA will be visual and spatial.

The matter that needs to be addressed is, given that the scale and form of the building is not attempting to read as residential (which is supported), whether the bulk of a second building behind the rectory will be acceptable in terms of its impacts on the heritage values of the HCA and on the significance of the adjoining heritage item at 3 Bancroft Avenue. It should be noted that a commercial built form does not mean that development that reads as being to commercial site densities and site coverages can be assumed to be acceptable when within a HCA significant for its traditional low density residential values and when adjacent to a residential heritage item.

The HCA is significant because it is a substantially intact precinct of early 20thC development that has intact streetscapes of Federation houses in garden settings. These garden settings include well-vegetated back garden spaces. The development of a two storey building and terrace (ie no deep soil planting) in the space behind the rectory will overwrite its existing residential qualities and the space will no longer read as a traditional Bancroft Avenue garden. The retention of the mature brushbox

tree in the rear corner of the garden of 1 Bancroft Avenue (ie in the rear corner of the site) is supported.

As was noted in the earlier Heritage Memorandum, it is considered that the FSR standard is a reasonable and appropriate one given the heritage significance of the traditional residential character and development patterns of the HCA, and also given the (apparent, based on visual inspection) consistency of compliance with this standard by the other properties in the HCA.

Requiring compliance with the existing low density residential zoning and FSR is considered to be appropriate given the site's context as an integral part of the historically and aesthetically significant streetscape of Bancroft Avenue. Conservation of Ku-ring-gai's heritage values by ensuring that any new development in a HCA and/or near to a heritage item is appropriate in its scale, form and use will provide a significant public benefit to the wider community and be consistent with the heritage requirements (cl.5.10) of the LEP.

The arguments for the siting of the multi-purpose hall to extend over the existing garden area of 1 Bancroft Avenue (to minimise impact on the residential flat building to the south and to retain existing setbacks from the street) are not compelling in the context of the impacts on the heritage values of the HCA. Protection of the amenity of neighbours and retention of heritage values are both important to achieve.

Summary of compliance with the Local Centres DCP 2012

The Local Centres DCP 2012 includes detailed provisions that development in HCAs and in the vicinity of heritage items is required to satisfy. These are not limited to residential development. The relevant objectives include:

Part 7.3: Development in the Vicinity of a Heritage Item

- 1 *To ensure that new development respects the heritage significance of the adjoining or nearby heritage item.*
- 2 *To ensure that new development does not visually dominate a heritage item.*
- 3 *To ensure that new development does not reduce the views from or to the heritage item from the public realm.*
- 4 *To ensure that new development does not impact on the garden setting of the heritage item, particularly in terms of overshadowing the garden or causing physical impacts on important trees.*

Development in the vicinity of a heritage item is to be sympathetic to the heritage item having regard to its form (including height, roofline, setbacks and building alignment); proportions and patterns of fenestration; materials and colours, siting and orientation; setting and context and streetscape patterns (para.1). The HIS is required to discuss the effect that the proposed development will have on the heritage item, including its garden and setting (para.2). Significant views to and from heritage items are to be protected (cl.3); and development is required to respect the curtilage and setting of the item (para.4). Development activity is also required to not damage the heritage item or its setting (para.5). These issues have been addressed in the discussion of heritage impacts above.

The DCP also identifies minimum setbacks that are required between new development and heritage items (para.6iii-viii). In the case of the subject site the setback required is at least 12m to the side wall of the heritage item (ie plus the standard side setback), but only c7.8m (variable) is proposed between the main wall of the rectory and the house on 3 Bancroft Avenue (the drawings are not fully dimensioned to allow more accurate measurement). New development is also to have a maximum wall length of 36m, but the proposed development is 44m in length to the boundary of the item – although the impact of this is modified by the separation of the built form into two elements with the linking terrace and the linear and vertical modulation of the wall in oblique views from Bancroft Avenue. No significant screen planting is proposed between the development and the item other than at the edge of the terrace. As noted above, a mature and effective screen planting exists already on the site (the hedge) and this should be retained and extended.

Part 7.4: Alterations and additions in heritage conservation areas

- 1 *To retain contributory buildings within the HCA.*
- 2 *To ensure that new development retains the identified historic and aesthetic character of the HCA in which it is situated.*
- 3 *To ensure new development respects the character of, and minimises the visual impact upon, the HCA and its streetscapes through appropriate design and siting.*
- 4 *To maintain and enhance the existing heritage character of the streetscape and the precinct.*
- 5 *To ensure that new development respects the established patterns in the streetscape, including setbacks, siting, landscaped settings, car parking and fencing.*
- 6 *To ensure that original building elements are retained and where new elements occur that the design is clearly related to the proportions, placement and scale of patterns of the existing HCA.*
- 7 *To provide an appropriate visual setting for heritage items and buildings in a HCA.*
- 8 *To ensure that the selection of materials and colours is based on an understanding of the finishes predominant within the HCA.*
- 9 *To ensure the rhythm and proportions prevalent across the HCA are preserved.*
- 10 *To conserve the external building envelope and roofscape within the HCA.*
- 11 *To provide fencing that reinstates the original form of fencing, that is consistent with and does not detract from the established patterns of the street.*
- 12 *To ensure that garden structures and outbuildings do not detract from the heritage significance of the heritage item or the HCA through inappropriate sitting or excessive scale, bulk or visibility.*
- 13 *To allow for on-site car parking while retaining the character and significance of the HCA.*
- 14 *To ensure that car parking facilities do not have any adverse visual impact upon streetscapes and historic patterns within the HCA.*
- 15 *To ensure that garages, carports and driveways are visually discreet. To maintain and enhance the existing heritage character of the streetscape and the precinct.*
- 16 *To ensure streetscape within the HCAs are characterised by front gardens with substantial landscaped area and minimum hard surfaces.*

Most of the detailed controls address residential development, not development such as church sites; and the proposed development does not comply with many of these residential requirements.

Of particular relevance are paragraphs 67 and 68 (Subdivision and site amalgamation for new development) and 69 and 70 (Demolition).

The heritage impacts of the proposed amalgamation of the site have been addressed above, but it should be noted that the proposed FSR will lead to development that will introduce built forms in to the rear garden area that will be clearly visible from the public domain and will impact on the character of the HCA by extending the church buildings into the residential streetscape of Bancroft Avenue. The development also includes a second dwelling, the flat on the Hill St elevation within the envelope of the main building. This building is contemporary in its elevation to Hill Street and is not prominent in the HCA, not being visible from within the HCA, but it is noted that its inclusion contributes to the FSR of the development as a whole.

With regard to the demolition controls; the rectory is considered a detracting element in the streetscape of Bancroft Avenue; but the original Hall is consistent with its original purpose and does not detract. It reads as a substantial ancillary building to the church, but its location means that it does not address or read as being part of the streetscape of Bancroft Avenue and its retention is not considered necessary to the conservation of the heritage significance of the HCA. The HIS does not address the structural adequacy of the building or any opportunities for adaptation other than general statements responding to the Church's need for updated facilities to allow it to address the contemporary needs of its community.

The DCP also includes specific objectives and controls for development within the C36 HCA. The controls focus on the conservation of original significant fabric, but the objectives are relevant:

1. *To conserve the character of this HCA*
2. *To retain significant buildings and landscapes*
3. *To ensure new development enhances the existing character of the street.*

The recent amendments to the application have reduced the impacts of the development on the heritage significance of the item considerably, but the issue of the scale and siting of the rear building and the impacts of these on the setting of the item remains. This impact is largely a result of the FSR proposed and the lack of planted vegetation in the setback area between the development and the heritage item that would be of sufficient depth and visual density to soften the interface between the development and the item.

Conclusions and recommendations

The church is sited in a prominent position at the entry to the C36 Lord Street/Bancroft Avenue HCA and is also overlooked from the railway line. Notwithstanding that the hall and rectory are of later 20th Century construction, the St Andrews group forms an integral part of the early 20th Century significance of the heritage conservation area for historic, aesthetic and social reasons, and the Church continues to play an important role in the local area.

The development as proposed is well-resolved in terms of providing the accommodation required by the Church and its programs. The contemporary form of the addition (in particular as it presents to Hill Street) has the potential to read as a radical, yet successful addition providing that careful attention is given to the interface between old and new in terms of scale, form, detailing and materials. The amount of space required to accommodate these uses is however not modest and will have considerable impact on the site and its relationship with the HCA.

The size of the amalgamated site is still limited and the number of activities to be provided for will be difficult to accommodate without significant adverse impact on the heritage significance of the HCA and the adjoining item at 3 Bancroft Avenue. Particular issues remain about site coverage and the distribution of built forms (FSR), the potential for deep soil landscaping and effective buffer planting between the development and the adjacent heritage item.

The essential heritage issues are:

1. The church is an original and contributory element to the heritage significance of the HCA.
2. The existing rectory building is not original and does not contribute to the heritage significance of the HCA.
3. The spatial qualities of the existing rectory site are consistent with the traditional pattern of development throughout the HCA and DO contribute to the heritage significance of the HCA. They also contribute to and provide an appropriate setting for the adjacent heritage item at 3 Bancroft Avenue.
4. The continuation of the church as part of the local community will help to conserve the heritage significance of the HCA.
5. The church wishes to upgrade its facilities to accommodate its contemporary needs.
6. The development to achieve this includes the amalgamation of the church, hall and rectory properties, the demolition of existing hall and rectory plus the southern wall of the church and building new worship space, hall, facilities and rectory over the whole of the site.
7. The proposed amalgamation of the three component sites has the potential to be acceptable in terms of its impact on the heritage significance of the HCA; but this acceptability depends on the new development being of high quality and protecting the spatial qualities of the traditional pattern of development in the HCA and also on conserving the setting of the adjacent heritage item at 3 Bancroft Avenue.
8. The demolition of the existing rectory and hall will not adversely impact on the heritage values of the HCA.

9. The demolition of the southern wall of the church will have an acceptable impact on the heritage values of the HCA.
10. The proposed non-residential built form and detailing of the development is appropriate in the context of its community purpose.
11. The proposed alterations and additions to St Andrews Church and its hall within the bounds of the existing hall site will have an acceptable impact on the heritage values of the C36 HCA and the heritage items in its vicinity.
12. The proposed scale, form and massing of the eastern end of the part of the multipurpose building within the site of 1 Bancroft Avenue contribute to the non-compliance of the building with the FSR controls and will be of a scale and siting that will impact on the heritage significance of the HCA. In particular:
 - a. The loss of deep soil behind the rectory building will not be consistent with the pattern of site development in the HCA and the traditional domestic quality of the back garden of the adjacent heritage item at 3 Bancroft Avenue.
 - b. The development does not comply with the FSR requirements in the Local Centres LEP.
 - c. The development does not comply with most of the requirements of the Local Centres DCP (Parts 7.3 and 7.4).
13. Reducing the floor space of the multipurpose building and setting it further from the boundary would allow more meaningful and effective planting behind the rectory building and would make a positive contribution to the traditional garden setting of the streetscape of Bancroft Avenue.
14. If the heritage issues identified are resolved the following conditions should be included in any approval:
 - a. The existing hedge to the boundary with 3 Bancroft Avenue is to be retained.
 - b. The remainder of the eastern setback area is to be planted with species capable of growing to at least 4m in height to establish a vegetated edge to the development and minimise impacts on the setting of the heritage item at 3 Bancroft Avenue (to the satisfaction of Council's Landscape Officer).
 - c. The screen gate to the porte cochere is to remain in the closed position except between 1 hour prior to and 1 hour after services and major functions. At all other times access is to be via an electronic eye opener or similar.
 - d. A matching screen gate is to be provided to the exit opening to the porte cochere.
 - e. The hydrant booster is to be painted a visually recessive colour, set at 90 degrees to the boundary and include planting in the vicinity that will help to minimise its impact on the traditional Federation Character of the streetscape (taking into account Fire and Rescue NSW's requirements).
 - f. The substation is to be screened from views from within the church grounds and as a backdrop to views over the site from Bancroft Avenue/Hill Street by planting beyond the statutory clearance boundaries to the satisfaction of Council's Landscape Officer.

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