

STATEMENT OF HERITAGE IMPACT

**Proposed development at
Balmain Leagues Club Precinct
Rozelle**



Job No. 8677
December 2019

Heritage 21
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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CONSERVATION ARCHITECTS AND HERITAGE CONSULTANTS
Suite 48, 20-28 Maddox Street, Alexandria, NSW 2015
(02) 9519 2521
reception@Heritage 21.com.au

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Cover page: Subject site at 138-156 Victoria Road, Rozelle, from Victoria Road looking to front façade.
(Source: Heritage 21, 30.11.17)

The following Table forms part of the quality management control undertaken by Heritage 21 regarding the monitoring of its intellectual property as issued.

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment. Job no. 3123.	19.02.18	MN	PR	MN
2	Draft report (D2) issued for comment. Job no. 3123.	21.02.18	MN	PR	MN
3	Draft report (D3) Issued for comment. Job no. 3123.	22.02.18	MN	PR	MN
4	Draft Report (D4) issued. Job no. 3123.	23.02.18	MN	PR	MN
5	Report Issued (RI). Job no. 3123.	26.03.18	MN	PR	MN
6	Report Issued (RI2). Job no. 3123.	03.04.18	MN	PR	MN
7	Draft report (D5) issued for comment. Job no. 8677.	19.12.19	NF	-	NF
8	Report Issued (RI). Job no. 8677	20.12.19	NF	-	NF

1.0 INTRODUCTION

1.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been amended to incorporate modifications to the proposed works in response to Council and the RMS's comments. The original report was prepared on behalf of Heworth in the context of a development application for new development at the Balmain Leagues Club Precinct.

1.2 Site Identification

The Balmain Leagues Club Precinct comprises of the following properties:

- 138 – 152 Victoria Road, Rozelle (Lot 1 DP 528045)
- 154 – 156 Victoria Road, Rozelle (Lot 1 DP 109047)
- 697 Darling Street Rozelle (Lot 104 DP 733658)
- 699 Darling Street Rozelle (Lot 102 DP 629133)
- 1-7 Waterloo Street Rozelle (Lots 101 DP 629133, Lot 37 & 38 DP 421 and Lot 36 DP 190866)

These properties fall within the boundaries of the Inner West local government area and are subject to a site-specific amendment to Leichhardt Local Environment Plan 2000 (Amendment No. 16).

As depicted in Figure 1, the precinct is located between Victoria Road and Waterloo Street with a minor entry way onto Darling Street.



Figure 1. Aerial view of locality with approximate boundaries of the subject site outlined in red.¹

¹ NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>.



Figure 2. Aerial view of locality with approximate boundaries of the subject site outlined in red.
(Source: NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>.)

1.3 Heritage Status

The following table indicates which of the lots on the subject site are listed as items of environmental heritage. The subject sites that lie within the boundaries of a Heritage Conservation Area (HCA) under the Leichhardt Local Environment Plan 2000 are also listed in the table below.

Lot No.	Address	Heritage Listing	Heritage Conservation Area	Local Environment Plan
Lot 1 DP 528045	138 – 152 Victoria Road, Rozelle	Not listed as a heritage item.	In the vicinity of a Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)

Lot 1 DP 109047	154 – 156 Victoria Road, Rozelle	Not listed as a heritage item	In the vicinity of a Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 104 DP 733658	697 Darling Street Rozelle	Not listed as a heritage item	Contributory item in The Valley Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 102 DP 629133	699 Darling Street Rozelle	Not listed as a heritage item	Neutral item in The Valley Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 101 DP 629133	1 Waterloo Street Rozelle	Not listed as a heritage item	Neutral item in The Valley Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 38 DP 421	3 Waterloo Street Rozelle	Not listed as a heritage item	In the vicinity of a Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 37 DP 421	5 Waterloo Street Rozelle	Not listed as a heritage item	In the vicinity of a Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)
Lot 36 DP 190866	7 Waterloo Street Rozelle	Not listed as a heritage item	In the vicinity of a Heritage Conservation Area	Leichhardt Local Environment Plan 2000 (Amendment No. 16)

The above lots are not listed on the NSW State Heritage Register, the National Heritage List, the Commonwealth Heritage List, the National Trust Register (NSW), and/or the former Register of the National Estate.²

The Balmain Leagues Club Precinct is identified as having site specific controls that form Part D of the Leichhardt DCP (Amendment No. 18; Balmain Leagues Club Precinct; Adopted 25 June 2019; Operational 16 July 2019)

² The Register of the National Estate ceased as a statutory heritage list in 2007; however, it continues to exist as an inventory of Australian heritage places.



Figure 3. Heritage Conservation Map Leichhardt Local Environment Plan 2000, showing the location of subject site outlined in red; heritage items in the vicinity in orange; and the Leichhardt Valley Conservation Area outlined in green.

The site is situated within the vicinity of the following heritage items listed in the Leichhardt LEP:

- Rozelle Public School;
- St. Paul’s Church and Neighbourhood Centre;
- Former Police Station;
- York Buildings;
- Former Bank Building; and
- St. Thomas’ Church Group.

Among the above heritage items in the vicinity listed above, the subject site is adjacent to and within the visual catchment of The Valley HCA (C7). Figure 4 illustrates the items and HCA in the vicinity.

The proposed development of the site is not located within the visual catchment of heritage items St Thomas’ Church Group (Item |745); York Buildings (Item |746, Item |807, Item |808, Item |809); Former Bank Building (Item |742) and neither is it considered to be sufficiently proximate to those places to warrant discussion in the Heritage Impact Assessment contained in Section 6.0 of this SOHI. Accordingly, the discussion in Section 6.0 of this SOHI of the potential heritage impact of the proposal on heritage items in the vicinity is limited to Rozelle Public School (Item |743); St Pauls Church and neighbourhood centre (Item |744); Former police Station (Item |747) & The Valley HCA (C7).



Figure 4. Excerpt from Heritage Map HER_007 indicating items of heritage significance in the vicinity (tan) and the Valley HCA (hatched red).³

1.4 Purpose

The subject site is located in the vicinity of a heritage item as well as the Valley heritage conservation area (three sub lots also lie within the HCA), all of which are listed under Schedule 5 of the Leichhardt LEP, 2000. Due to the employment of site specific controls, the precinct follows the Local Environment Plan from 2000 whereas, sites surrounding the Balmain leagues Club Precinct all fall under the Leichhardt LEP 2013. Sections 5.10(4) and 5.10(5) of the Leichhardt LEP require Inner West Council to assess the potential heritage impact of non-exempt development, such as the proposed works (refer to Section 5.0), on the heritage significance of the abovementioned heritage items and heritage conservation area and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of those heritage items and heritage conservation area. This assessment is carried out in Section 6.0 below.

Accordingly, this SOHI provides the necessary information for Council to make an assessment of the proposal on heritage grounds.

³ Leichhardt LEP2013, Inner West Council, https://www.legislation.nsw.gov.au/maps/bfed19b3-b456-4e0b-856c-2bad4e787188/4800_COM_HER_007_005_20161220.pdf

1.5 Methodology

The methodology used in this SOHI is consistent with *Statements of Heritage Impact* and *Assessing Heritage Significance* published by the Heritage Division of the NSW Office of Environment and Heritage and has been prepared in accordance with the principles contained in the most recent edition of *The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance*.

1.6 Authors

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared by Paul Rappoport, Mariyam Nizam, and Nastaran Forouzesh of Heritage 21, Heritage Consultants.

1.7 Limitations

- This SOHI is based upon an assessment of the heritage issues only and does not purport to have reviewed or in any way endorsed decisions or proposals of a planning or compliance nature. It is assumed that compliance with non-heritage aspects of Council's planning instruments, the BCA and any issues related to services, contamination, structural integrity, legal matters or any other non-heritage matter is assessed by others.
- This SOHI essentially relies on secondary sources. Primary research has not necessarily been included in this report, other than the general assessment of the physical evidence on site.
- It is beyond the scope of this report to address Indigenous associations with the subject site.
- It is beyond the scope of this report to locate or assess potential or known archaeological sub-surface deposits on the subject site or elsewhere.
- It is beyond the scope of this report to assess items of movable heritage.
- Heritage 21 has only assessed aspects of the subject site that were visually apparent and not blocked or closed or to which access was not given or was barred, obstructed or unsafe on the day of the arranged inspection.

1.8 Copyright

Heritage 21 holds copyright for this report. Any reference to or copying of the report or information contained in it must be referenced and acknowledged, stating the full name and date of the report as well as Heritage 21's authorship.

2.0 HISTORICAL CONTEXT

2.1 General Historical Development

Balmain

Named after Surgeon William Balmain, the Balmain Suburb stretched from the harbour waters to the boundary line drawn between White's Creek and present-day King George Park. The first land grant to the surgeon was made in 1800, but it was not until 1836 when the suburb was first settled. By 1860, the settlement was ready to elect its own municipal council and soon followed the division of the area along Elliot, Reynolds and Crescent Streets with the eastern area being known as Balmain while the land west of the boundary up to Callan park was dubbed Balmain west. With limited finances, the Council concentrated its resources in the central built up area, leaving the western end reasonably neglected.

In 1887, an imposing Balmain Post and Telegraph Office was constructed in the East, but the expanding western district soon required its own, and the Post and Telegraph Office chose the junction of Darling Street and Weston Road as the location. To prevent any confusion with Balmain's Central Post Office, the authorities proposed that it be called Rozelle Post Office after the swamp ringed stretch of water on the southern end of the peninsula known as Rozella Bay.

Many objections ensued, specially from the Balmain Council who wished for the new post office to be known as Balmain West Post Office. Local citizens also suggested the alternative "Garryowen" the old name of Callan park. However, as the Post Master General reserved the final authority, the building was declared Rozelle Post Office on 1 December 1892 and service began on 5 May 1894.

Although the general description of the area remained Balmain West for several years, it was gradually superseded to Rozelle.

Rozelle

Rozelle forms part of the Balmain peninsula. The suburb of Rozelle is located four kilometres west of Sydney city on Victoria Road between Iron Cove and Rozelle Bay. The name of the suburb is thought to derive from the wild native parrot, the rosella. Early European settlers called the birds 'Rose Hill parrots' as they were common around Rose Hill, near Parramatta. The name eventually became 'rosehiller', then 'rosella'. The parrots were also common in the bay near the modern suburb of Rozelle, which became known as 'Rozella', later Rozelle Bay.

The suburb of Rozelle was included in the 550-acre land grant issued to colonial surgeon, William Balmain, on 26 April 1800 by Governor Hunter; at this time the area was known as Gilchrist Place. Balmain arrived in NSW on board the convict transport *Alexander* with the First Fleet.⁴ He was given the land, amongst other parcels, for civic responsibility and excellence. Balmain acted as magistrate, customs collector and gentleman farmer as well as serving as a member of the Orphan House Committee. In 1801, Balmain transferred ownership of the 550 acres to John Borthwick Gilchrist for a token sum in a surreptitious manner. It is believed that this was payment to Gilchrist for debts incurred through illegal trade. Gilchrist possibly aided Balmain to acquire goods from India such as sugar and tea and other basic supplies.⁵

Balmain died in 1803 and his heir advertised the first sale and subdivision of 22 lots of the *Balmain Estate* in 1836.⁶ Gilchrist died in 1841. The secret holding of the property by Gilchrist was unknown to Balmain's family and heirs and legal debates ensued for several years. Gilchrist's heirs discovered that the land was to be used "...for the benefit, and advancement, and propagation of education and learning in every part of the world." The trustees of the *Gilchrist Estate* sold allotments of land for a 30-year period dating from 1852.⁷

At the time of European invasion, the shores of the Rozelle area were thickly lined with iron bark trees, giving the locale its original name, Iron Bark Cove. Ferries were used to cross the cove before a bridge was opened in 1882, connecting Drummoyne and Rozelle. Afterwards the cove and bridge became simply, Iron Cove, the reference to the iron bark trees lost.⁸

The channel of Rozelle Bay is a greater depth than neighbouring harbours, so it was a perfect location for timber-handling wharves. Imported logs of timber floated in the bay. Timber yards lined the shores; sawmills operated beside the wharves, as did other related industry, including furniture manufacturers. In c.1920 a viaduct was constructed at the head of Rozelle Bay for the goods railway.⁹

The industrial usage of the bay continued through the 20th century, later becoming a concrete construction depot for the Maritime Services Board. Container shipping was introduced to the port of Sydney in the 1960s and Rozelle Bay became the home of container shipping depots.¹⁰

⁴ Reynolds, P. & Irving, R., 1971, *Balmain in Time: A Record of an Historic Suburb and some of its Buildings*, p. 5.

⁵ Reynolds, P. & Flottmann, P.V., 1976, *Half a Thousand Acres: Balmain, a history of the land grant*, p. 29.

⁶ *Ibid*, p. 58.

⁷ *Ibid*, p. 65.

⁸ Pollon, F., (Compiler), 1996, *The Book of Sydney Suburbs*, p. 231.

⁹ Lawrence, J. & Warne, C., 1999, p. 68.

¹⁰ *Ibid*, p. 69.

Rozelle Hospital has been a major local institution in the area for over 120 years. Occupying a large site south of the Iron Cove Bridge, the psychiatric centre was established in the late 1870s when *Callan Park* was purchased to ease the overcrowding at the Gladesville asylum. The house known as *Callan Park* was constructed in 1839 by John Brenan and called *Garry Owen House*. The mansion was purchased by John Gordon in 1864 and the name changed. James Barnett designed a complex around the house for the institution; this was completed in 1885. The grounds were laid out by Charles Moore then curator of the Botanic Gardens. Another house of Brenan construction, *Broughton Hall*, was used during WWI as a hospital for shell shocked soldiers. It was acquired by the Commonwealth Government in 1918 and became a psychiatric clinic in 1921. This is now a state-owned property and is part of Rozelle Hospital.¹¹

The establishment of the Callan Park Mental Hospital brought many new residents to the suburb of Rozelle. Mechanics and artisans moved into the locality to work on the construction of the hospital creating demand for local accommodation. Local subdivision resulted in quick development. The Rozelle Public School opened in 1878 to cater for the ever-increasing working-class population. The original building was designed by J. Horbury Hunt.¹²

From the mid-19th century Rozelle, like nearby Balmain, took on an increasingly industrial aspect. In 1854 Thomas Sutcliffe Mort established a drydock in Waterview Street, Balmain and later introduced coal sheds, engineering shops and ship-building yards. This, associated with the timber industry of Rozelle Bay, changed the character of the district which was previously somewhat isolated. Between 1870 and 1880 the local population increased by 150 percent. The area was associated with timber, engineering, the waterfront, Glebe Island abattoir as well as Callan Park hospital. Houses built in the community were more commonly made of timber rather than brick¹³ and this served to distinguish the area as predominantly working class.

During the 1920s the pursuit of the suburban dream of freestanding homes and gardens saw many families from the inner suburbs of Sydney relocate to the outer suburbs to capture the dream and escape the pollution and high-density living of the industrialised areas. As a result, the population of Rozelle declined for several years and it developed a stigma as a 'slum suburb'. In 1936 a planning ordinance was developed to mitigate the suburbs further urban decay. This plan aimed to demolish and rebuild according to specific guidelines.¹⁴ The post-war era saw a change in the locality with signs of rejuvenation facilitated by the Cumberland Planning Scheme.¹⁵ Gentrification of the locality was recommenced in the 1960s.¹⁶ The 'slum' stigma was gone by the end of the 1970s.

¹¹ Pollon, F., (Compiler), 1996, pp. 231 – 232.

¹² Lawrence, J. & Warne, C., 1999, pp. 70 - 72.

¹³ Ashton, P., et al, 2000, *Sydney takes Shape: A History in Maps*, p. 32.

¹⁴ Spearrit, P., 1999, *Sydney's Century: a history*, p. 70.

¹⁵ Reynolds, P., et al, 1971, p. 4.

¹⁶ Hughes, J., (Ed), 1999, *Demolished Houses of Sydney*, p. 97.



Figure 5. William Balmain By Richard Earlom (Source: National Library of Australia)

There has been a difference of opinion in Balmain as to whether it was right or not to change the name of the western portion of that suburb to "Rozelle, Sydney." The majority think it was not. The local postmaster is, it seems, one of those who approved of such a change. He sent out a circular to residents, advising them to have their correspondence in accordance with it. But a deputation from the Balmain Municipal Council has waited on the Postmaster-General, objecting to this arrangement, and declaring that it will only cause confusion and be misleading to business people. The official hint conveyed by the local postmaster was, it appears, simply a piece of enthusiasm on his part. It had not been inspired from headquarters, but of course that functionary must not at least be denied the merit of good intentions. The Postmaster-General has found an easy solution of the problem submitted to him, and what he has said as to the wishes of the inhabitants of the borough being best met by calling the neighborhood in question "Rozelle, Balmain," is no doubt quite correct. That gets over the difficulty likely to be created if "Sydney" were tacked on to "Rozelle." The change, in the form in which it is now contemplated can hardly fail to be an advantageous one in connection with so extensive a suburb as Balmain. As to the new name itself it is not a particularly happy one, though by-and-by, perhaps, imagination may connect it with traditions of parrots, and so attach to it an appropriate amount of "local color." But at any rate it is an improvement on many of the names under which various parts of New South Wales have been christened, and which are often only memorials of the ambition and bad taste of local nobodies.

Figure 6. Article in Evening News Ref. Change of name from Balmain West to Rozelle (Source: National Library of Australia)



Figure 7. Weston Road, Balmain from Darling Street towards Sydney before reconstruction (Source. Government Printing Office, State Library of NSW)



Figure 8. Rozelle Post Office at the crossing of Weston Road and Darling Street, 1895 (Source. Inner West Council Library)

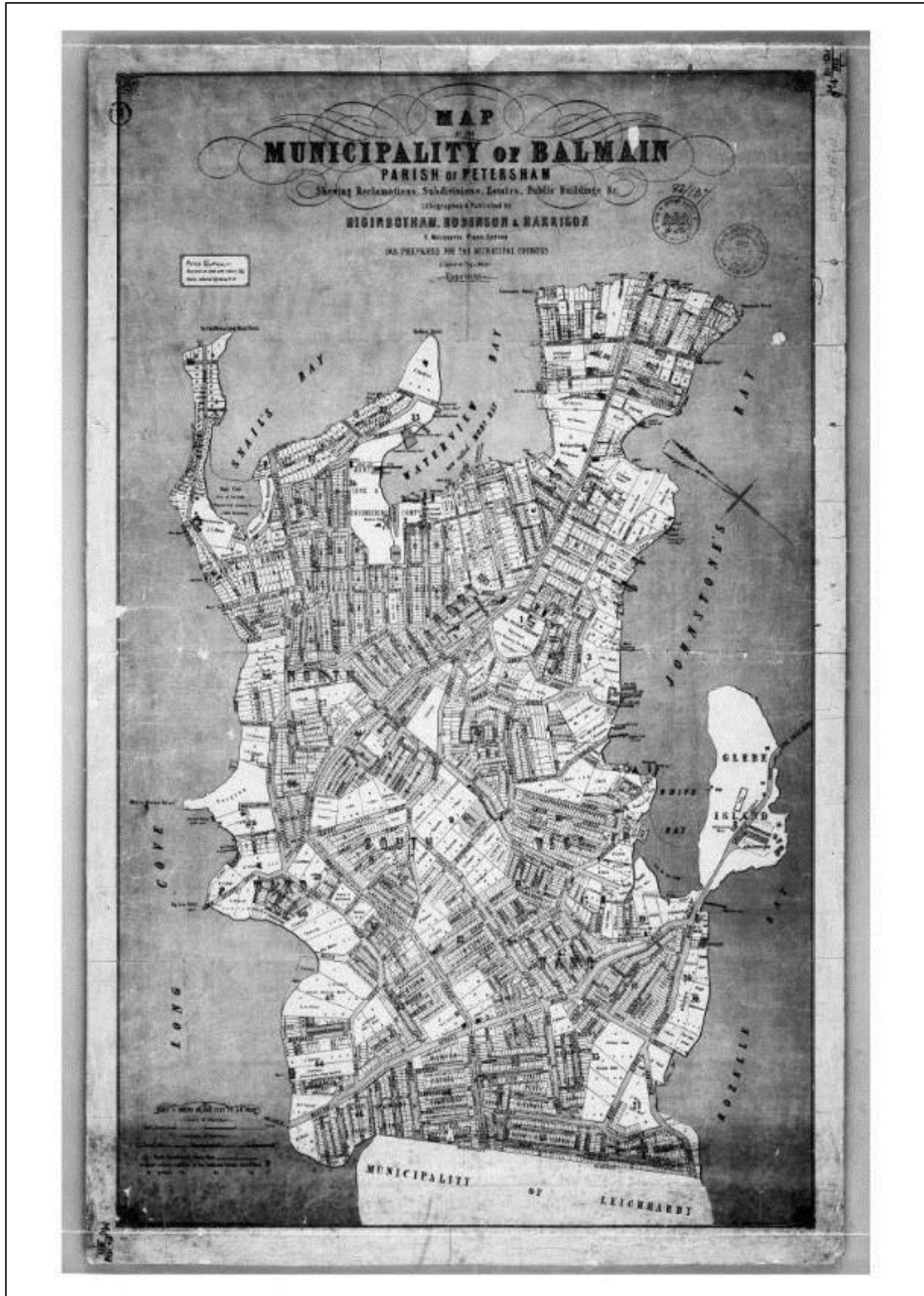


Figure 9. Map of the Municipality of Balmain, Parish of Petersham, 1883 (Source. Inner West Library)

2.2 Specific Historical Development

1800 – 1900s

During the 1870s workers in the community were encouraged to buy their own property to inspire local involvement in the area. The retail zone along Darling Street was developed during 1885. An excerpt from the Sands Directory in 1885 (Figure 9) shows that the block bounded by Darling Street, Weston Road and Waterloo Street was occupied by several proprietors including R.H. Bennet (butchers); F.G. Dunks & Co. (undertakers); Thomas Sinfield (carpenter); Robert Pilling (stonemason); L. Lehenernan (stone mason); W. Davis (french polisher); Scantlebury, F. (blacksmith), John Castelli (carpenter); Andrews Brothers (drapers); Aitken Robert (fruiterer); Thomas Jennings (general store); T. King (boarding house); and Mrs. Francis (boarding house). This shows a clear blend of retail and light industrial uses being undertaken at the site from the onset of development in the area.

The Sydney Metropolitan Detail Maps show substantial development in the block bound by Darling Street, Weston Road and Waterloo Street in the 1890s. Several terrace and commercial spaces were constructed, including a partial development on 697 and 699 Darling Street and terraces on 1, 5 and 7 Waterloo Street. The lot where the Balmain leagues Club now stands remained vacant as did the lot on 3 Waterloo Street.

Darling street—North side
Callan Park to Darling Harbour
 Moye, Patrick, baker
 Buttle Brothers, butchers
Park and Oxford streets
 Stanley, M., grocer
 Pullen, G. W., van proprietor
 Bullfin, George
Cambridge street
 Banks, Ernest, fruiterer
 Snowden, Thomas, printer
 Summerville, James, sailmaker
 Callman, Thomas
 Maher, William
 Parkhill, John, stonemason
 M'Kay, George, stonemason
Waterloo street
 Bennett, R. H., butchers
 Duks, F. G. and Co., undertakers
 Sinfield, Thomas, carpenter
 King, T., boardinghouse
 Pilling, Robert, stonemason
 Leheneman, L., stonemason
 Francis, Mrs., boardinghouse
 Davis, W., french polisher
 Scantlebury, F., blacksmith
 Costello, John, carpenter
 Andrews Brothers, drapers
Weston street
 St. Paul's Presbyterian Church—
 Grimm, Rev. George, M.A., minister
 Public School—Waterman, John,
 headmaster
 Aitken, Robert, fruiterer,
 Jennings, Thomas, general stores

Figure 10. Excerpt from the Sands Directory for local proprietors, 1884 (Source. Sands Directory)

Darling street—North side
Callan park to Darling harbour
 Harwood, Joseph
 Buttle, T., butcher
 Jeffress, C.
 Herbert, H.
 Kilpatrick, T.
 Carter, W. H.
Park and Oxford streets
 Stanley, M., grocer
 Pullen, G. W., van proprietor
 Bullfin, George
Cambridge street
 Bland, A., grocer
 Foley, D., carpenter
 Summerville, James, sailmaker
 Wilson, Mrs.
 Maher, William
 Parkhill, John, stonemason
 Fulton, —
 Cribland, C., grocer
 Buttel, A., butcher
Waterloo street
 Sinfield, Thomas, carpenter
 Saurine, L., wheelwright
 Turner, James
 Pilling, Robert, stonemason
 MacKay, Mrs. G.
 Cartwright, J., fruiterer
 Smith, —
 Wise, G., butcher
 Davis, W., french polisher
 Parker, William, chemist
Weston street
 St. Paul's Presbyterian church—
 Grimm, Rev. Geo., M.A., minister
 Public school—Thomas, —, headmaster
 Moat, Mrs.
 Murdoch, Mrs.
 Lathem, R., grocer
 Smith, A., watchmaker
 Jennings, Thomas, storekeeper
Merton street

Figure 11. Excerpt from Sands Directory for local proprietors at Darling Street, 1885. (Source. Sands Directory)

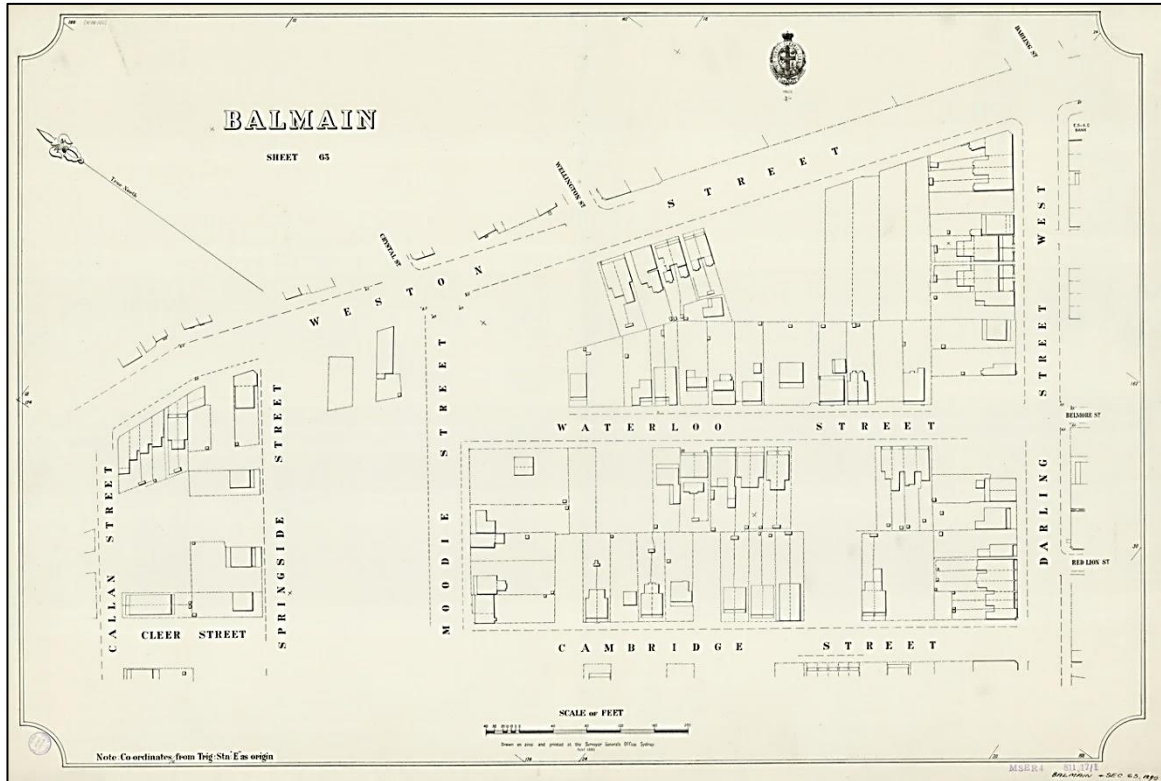


Figure 12. Map from 1890 showing the block bounded by Weston Road, Waterloo Street and Darling Street (Source. Sydney Metropolitan Details Map, MSWB)



Figure 13. Aerial view from 1943 showing the Balmain Leagues Club Precinct and its surroundings (Source. Six Maps)

The Byers Family

Hugh Byers moved to Sydney from Ballarat, Victoria and soon became the manager at the Glebe Island Abattoir. He collected money to establish his own business which he ran from a rented shop on 699 Darling Street. Photographs suggest that it is the same building standing today with an altered store front. By 1919, with his business flourishing, he bought the adjacent property on 699 Darling Street, a small fishmongers shop, where he built the Byer's Building, a two-storey brick structure designed to be an investment property for rental income. The Byers later bought the worker's Cottage on 1 Waterloo Street, which was demolished to construct the fans for the cooling chamber. The first tenants to the building were Pollock's Furniture Store, while the upper section was a billiard saloon. Later uses included a chemist, grocers and lingerie factory. The below extract from a local newspaper of the 1930s from the collection of Garry Byers illustrates how successful the Byers Family were.

'Thirty years have elapsed since Mr. Hugh Byers first opened a Butcher Shop in the district known as Rozelle. At the time the business was small, the population scanty and hard to find. These conditions have changed. The population has grown, and a corresponding increase has taken place in the business. The firm (which is now known as H. Byers and Sons) has grown with the district, and their business is one of the largest in the suburbs of Sydney. Every provision has been made for effectively coping with the requirement of the trade, a first-class cooling chamber, supplied by one of Budgets Compressors, has been erected, the power supplied by the local council. In the main shop four revolving fans are constantly in motion and reduced the temperature from twelve to twenty degrees below ordinary heat.'

The Balmain Leagues Club bought the building on 697 Darling Street in 1999 and the remaining Byers properties in 2005.

1900 – 2000

By the beginning of the twentieth century, the entire block bounded by Weston Road, Waterloo Street and Darling Street had been fairly constructed over, but a second phase of rapid development saw several of the timber shops being converted into brick structures with rendered facades and parapets.

Images from 1922 show that the buildings on both 697 and 699 Darling Street had been altered and now featured Art Deco fan lights and plate glass shop windows. The Pollock Brothers & Co Furniture Warehouse and a Billiard parlour occupied the building as tenants.

By the late 1950s the expansion of Weston Road, which was now Victoria Road, resulted in the demolition of several buildings including the Rozelle Post Office. This widening of the road caused a major transformation of the area, significantly altering the aesthetic view of the southern commercial area on Rozelle. Victoria Road was soon to be congested with heavy traffic, further isolating the zone.

The site where the Balmain Leagues Club now stands lied vacant until the early part of the twentieth century. It was owned by Stanley Leichhardt Swinnerton of Five Dock, a brass moulder, where he possibly operated a small foundry, while the surrounding lots were occupied by small terrace houses. The land was acquired by the Balmain League Club between 1960 and 1963 and further expanded to include the terrace houses in 1968. The terrace houses were demolished as the Balmain League Club which had opened its doors in 1963 continued to expand.



Figure 14. Original shop front of the Byers & Sons Butcher Shop at 699 Darling Street. (Source: Balmain Library)



Figure 15. Byers Building at 697 Darling Street, 1922. Note original shop front of 699 Darling street on the left. (Source: Balmain Library)



Figure 16. H. Byers and Sons Butcher Shop with Delivery Vans parked on Darling Street, 1922. (Source: Balmain Library)



Figure 17. View from the intersection of Darling Street and Victoria Road. (Source: Balmain Library)

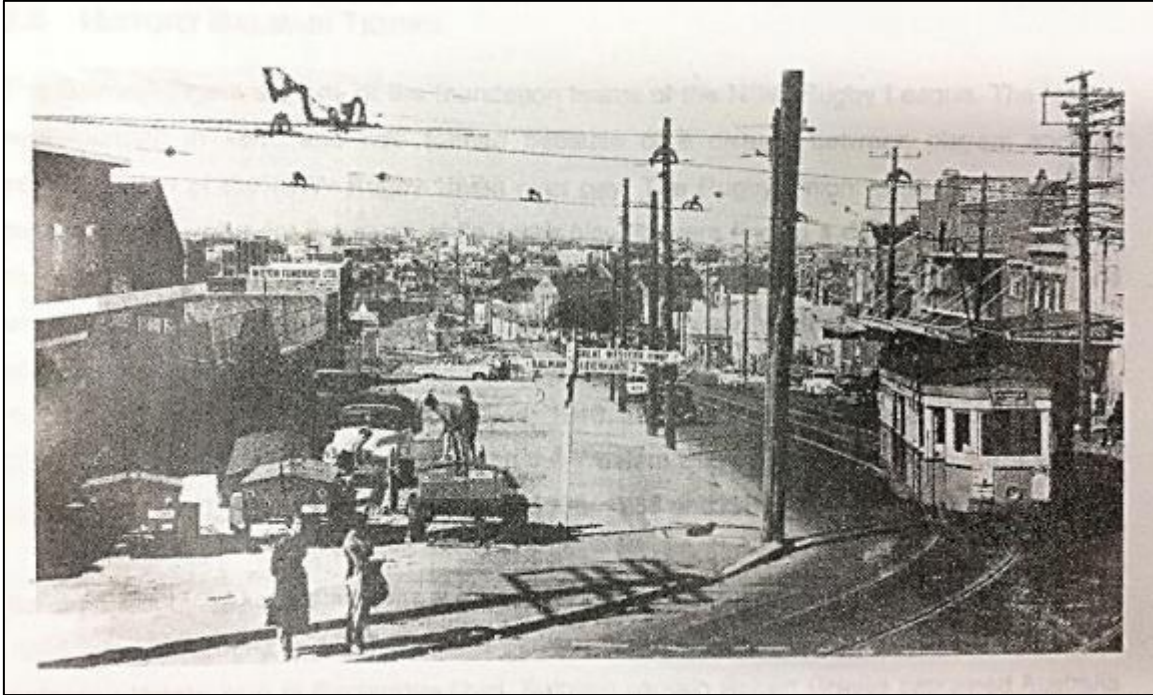


Figure 18. View from the intersection of Darling Street and Victoria Road after the widening of Weston Road for Victoria Road. Late 1950s – early 1960s. (Source: Balmain Library)

Balmain Tigers

The Balmain Tigers are one of the founding teams of the NSW Rugby League. The Club was founded in 1908 at the Balmain town hall. The team played its first match on 20th April 1908 defeating Wests 24-0 at Birchgrove Oval. In 1915, the team won its first premiership and continued to win three consecutive titles entitling the club to retain the trophy until 1917. The Tigers won the title again in 1919, 1920, 1924, 1939, 1944, 1946, 1947 and 1969.

Unfortunately, due to limited resources, the club was unable to hire younger players in the 1990s and the small municipal area of Balmain and Rozelle limited their ability to raise revenue. Coupled with an ageing players list, the club went towards a sharp decline. As a plan to attract new members and increase their following, they renamed the team Sydney Tigers in 1994, but came in last during the games that year. They tried a move to Parramatta which also ended unsuccessfully and thus returned to the NSW Rugby League in 1997 under the name of Balmain and returned to their home ground at Leichhardt. Unfortunately, economics forced the club to collaborate with the Wests and the Club is now known as the Wests Tigers, which has led to some success.

The Balmain Leagues Club remained under severe debt and could not continue to hold on to the assets at the subject site and were forced to sell the property in the 2000s.



Figure 19. Balmain District Rugby league Football Club, 1915 Premiership. (Source: National Rugby League Collectibles)



Figure 20. 1967, Balmain Tigers Admiralty Transfer Cards. (Source: National Rugby League Collectibles)

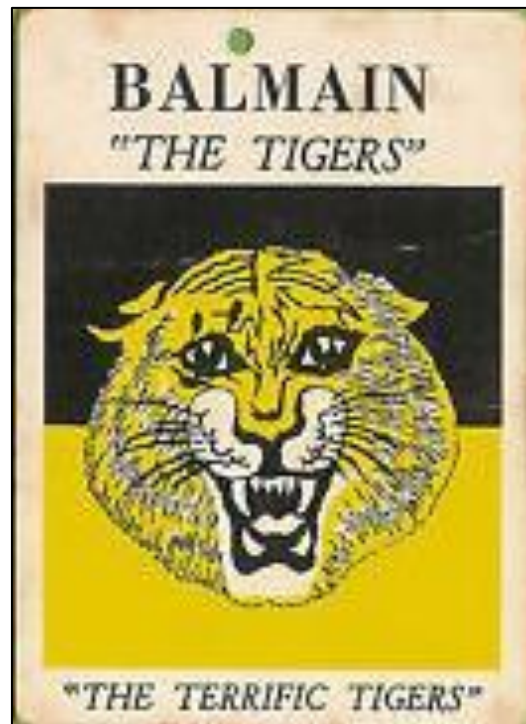


Figure 21. 1968 Series 2 Scanlens Rugby Card, Crest Tigers. (Source: National Rugby League Collectibles)



Figure 22. 1989 Annual Report and Financial Statement. (Source: Balmain Library)

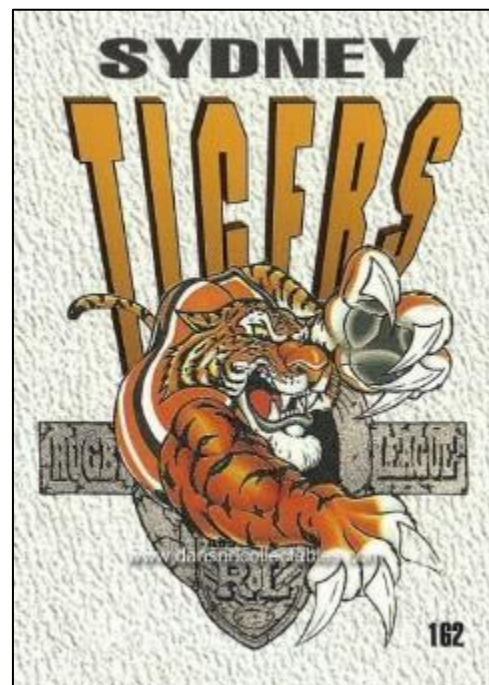


Figure 23. 1995 Sydney Tigers Rugby League Card. (Source: National Rugby League Collectibles)

2000 - Present

In 2004, the Balmain Leagues Club submitted initial concept drawings for a proposed development at the site. Initial Council comments suggested that the building heights would negatively impact the existing scale and character of the local area. Council also suggested that any development at the site should provide reasonable daylight access to all public domain areas within and in the external areas of the site. With the Multiplex development at Terry Street, Wellington Street and Victoria Road being proposed at the same time, Council considered the various impacts that would be caused in the area.

Council engaged an independent review of the Retail and Commercial floor space of the precinct. The Leyshon's Planning Report was reviewed during a Planning Committee Meeting held in October 2005, which stated that the precinct could support two supermarkets along with increased retail floor space.

In October 2005, the Balmain leagues Club submitted a Master Plan document along with six supporting documents that address the traffic, retail, economic, social impact reports, community consultation and heritage issues. Additionally, the report from Leyshon's Planning and a paramics report modelling the traffic scenarios were also submitted.

The written report detailing Council's objections were submitted to the consultants in December 2005. The report suggested that the revised master plan did not satisfy the original review by council from 2004, and alternative urban design responses should be sought by an independent review. With maximum building heights considered at 4 – 14 storeys, it was recommended that the building scale should be kept at a low to medium in line with the surrounding topography. A major concern for council was traffic patterns and circulation. The paramics road modelling indicated that the existing road network would not be able to support the increased traffic that would be generated due to the two new developments.

Council meetings followed in 2006 where the Balmain Leagues Club submitted a revised master plan and several detailed studies as were required, the Council reaffirmed its principle support for the redevelopment of the lots but required the Club's architects to explore alternative urban design solutions, including the removal of the high-rise towers impacting the skyline of the Rozelle suburbs and activating the rear of Darling Street. The Council also resolved to prepare a draft Local Environment Plan and a Development Control Plan for the precinct but did not endorse the masterplan submitted by the Balmain Leagues Club. By October 2006, Council had submitted a draft Local Environment Plan to the Department of Planning LEP Review Panel. The Department replied, raising several concerns in a letter including the scale of the development, management of the potential impacts on the adjoining areas and the traffic management on Victoria and adjoining residential areas.

By March 2007, representatives of the Balmain Leagues Club were still in discussion with Council, yet several of the original issues raised remained unresolved. An extraordinary Meeting of Council was held in May 2007, where Council resolved to defer the Local Environment Plan/Development Control

Plan to address the Floor space ratio and overshadowing, traffic impact, onsite parking, carbon neutrality of the proposal and the urban design solutions in relation to the conservation area. A Working Party was established to consider the proposed Amendment No 16. That consequently met in May and June of that year.

A second Extraordinary Meeting of Council was held in August 2007, where alternative proposals for the scheme were produced and submitted. This proposal addressed the issue of overshadowing. However, visual impact, overshadowing of Darling Street properties and the impact to the character of the surrounding areas remained unresolved. Traffic studies also indicated that the proposal would lead to a localized gridlock. Thus, with added conditions, Council and Balmain Leagues Club representatives continued with negotiations. Council did not endorse the revised proposal and requested it be placed on public exhibition. Council also requested that the proponent enter into a VPA to secure public benefits such as affordable housing, public domain improvements, etc.

In March 2008, Council resolved that the FSR 9.9:1 be adopted. On 29 August 2008, the Local Environment Plan and Development Control Plan were gazetted on the NSW legislation website, were subsequently adopted and came into effect. The instruments increased the height and FSR for the site. In September 2009, the Balmain Leagues Club submitted a Development Application which included the construction of 145 dwellings with northern and southern towers, a pedestrian bridge, 6 levels of basement car parking and 2 levels of retail. Council responded to the Development Application with several issues in relation to the bridge works, development standards, amenity impacts, capital investment value, solar access to dwellings, urban design, traffic, parking, access and egress and voluntary planning agreements. Thus, in 2010, the proposal was refused again.

On 28 June 2011, Council considered a report in relation to the site-specific controls for the former Balmain Leagues Club Site and resolved that no site-specific controls would be set for the site, instead the zoning of the properties would be consistent with the proposed zoning of the adjacent sites.

Balmain Leagues Club Representative submitted two proposals in 2012 and 2013 respectively, but both were refuted by Council due to the height, floor space ratios, vehicular access and onsite parking issues.

In December 2013, written advice from the Director General of the Department of Planning and Infrastructure stated that Balmain Leagues Club would be deferred from the Leichhardt Local Environment Plan 2013 until the major project application had not been resolved.

In March 2014, court action between the Balmain Leagues Club and Rozelle Village began. The Application submitted to the Planning Assessment Commission was refused. With the Minister for Planning, the Mayor, and several higher authorities involved, the proposal remained unresolved.

In May 2015, Council had voted to support a 6 and 8 storey development on the provision that the developer would include new premises for the Leagues Club. It also voted to support an option that

would be commercially viable, sensitive to the local context and propose a solution to the traffic issues that had been raised in the previous applications.

On 14 August 2015, Council received a new Development Application from Urbis Pty Ltd for the properties which was also declined. In October that year, the application was deferred to the Land and Environment Court. Council also rejected what they deemed an unlawful offer from the Developers for granting space to the Balmain Leagues Club in return for additional equal floor space in the new development.

A public meeting was held in November 2015 where over 100 people from the local community participated to hear about the details of the development.

The Development at the Balmain leagues Club remains a contentious project and has not passed Council Approval at the compilation of this report.



Figure 24. Proposed towers 2010 (Source: Inner West Council)



Figure 25. Proposed Development 2012 (Source: Inner West Council)



Figure 26. Leichhardt Mayor Rochelle Porteus addresses crowd at 2012 public protest against the proposed development at subject site. (Source. Daily Telegraph)



Figure 27. 2015 Proposed development at subject site.



Figure 28. Proposed development at subject site, 2015

The Following table indicates the name of occupier at 697 Darling Street sourced from the Sands Directory:

Year	Occupier
1891	John Martin Butcher
1895	J. Smith, Butcher
1899 - 1901 (Lot numbered 695)	Henry J. Marler, Fruiterer
1904 – 1908 (Lot numbered 695)	George Druyve
1912(Lot numbered 695)	George Russo, Fruiterer
1916 (Lot renumbered 697)	George Russo, Fruiterer
1917 – 1920	No listing, possibly vacant lot
1922	No listing, new Byers Buildings presumably built this year
1923	James Smith Billiard Saloon and Pollock Bros and Co.
1928	Stuart James Billiard Saloon and Lockhard H. & Co Furniture Warehouse
1932	Stuart James Billiard Saloon and McFee T. Grocer

The Following table indicates the name of occupier at 699 Darling Street sourced from the Sands Directory:

Year	Occupier
1885 – 1895 (No Street Number; Waterloo Street)	Samuel Clark, Shipwright
	Suttons Buildings
	Thomas Sinfield, Carpenter
	A. Olsen, Sign writer Workshop Cottage
	T. Barry, Fishmonger
1895	Hills A.F. Stationer
1899 – 1901 (referred to as 697)	Llewellyn F. Fishmonger
1902 – 1904 (referred to as 697)	Llewellyn F. Fishmonger and Byers and Sons, Butchers
1908 (referred to as 697)	Byers and Sons, Butchers
1916 -1922 (street renumbered 697 now 699 a.)	Byers and Sons, Butchers
1923 – 1932 (lots combined to 699)	Byers and Sons, Butchers

The Following table indicates the name of occupier at 1 Waterloo Street sourced from the Sands Directory:

Year	Occupier
1884	Frederick Shepherd, Dealer
1887	Peter Hines, Dairy Keeper
1891 – 1895	Frederick Wilson
1899 – 1904	Peter Hine, Sail Maker
1908	William Mclvor, Dealer
1912	William Coulter
1916	Joseph Embornine
1918 – 1919	William Duncan
1920	Mrs. Turner
1921 – 1932	William Singleton

3.0 PHYSICAL EVIDENCE INCLUDING SETTING

The site is located within the block bound by Victoria Road, Waterloo Street and Darling Street and encompasses a number of lots and addresses in Rozelle. The suburb of Rozelle is located 4.6 kilometres west of the Sydney Central Business District (CBD).

The Balmain Leagues Club Precinct forms part of the Rozelle Commercial neighbourhood as defined by the Leichhardt DCP Part A (Amendment No. 6, July 2002). It puts emphasis on the importance of the area and the two streets that adjoin the block – Victoria Road, as the established *main arterial road in and out of Sydney*, and Darling Street, *the main thoroughfare on the Balmain peninsula connect Inner West and Balmain*. Since the development of the peninsula the intersection of Victoria Road and Darling street has remained a transport hub, while the commercial area has retained its two-storey scale and character with a mix of traditional shop top housing, single purpose commercial buildings and more recently mixed development. The entire Balmain Leagues Clubs Precinct includes the following sites:

- **138 – 152 Victoria Road, Rozelle (Lot 1 DP 528045) & 154 – 156 Victoria Road, Rozelle (Lot 1 DP 109047)**

The site presents itself along Victoria Road and is currently occupied by the Balmain Leagues Club Building. Constructed between 1960 – 1963, the building utilizes the natural topography of the lot to appear as a double storey structure along Victoria Road. The rear of the site on Waterloo Street presents itself as a four-storey building with the lowest levels being car parking. The building is constructed in reinforced steel and concrete with brick infill walls. The front façade divides itself into two large segments – one forming large picture windows with a large decorative modern parapet while the second forms long horizontal louvers juxtaposed with a second storey blank wall.

The north-western end of the site opens to a ramp leading to the ground floor, underground car park and a secondary ramp that allows cars to go up to an upper level parking area. The adjacent building along this end shares its wall with the property.

The north-eastern extent of the site along Victoria Road is demarcated with a narrow alley, also known as Little Darling street, runs along the rear of the Darling Street properties.

The site presenting to Waterloo Street is occupied with a two-level parking lot with a four-storey brick structure in the background. The parking area structure presents itself one level above ground and two levels below due to the natural topography of the site. Exposed concrete columns at the rear of the Balmain Leagues Club building break the façade into truncated sections.

The entire building is currently in disrepair with visible signs of neglect and vandalism.

- **697 Darling Street Rozelle (Lot 104 DP 733658)**

The subject building presents itself as a two-storey structure with a front façade towards Darling Street. Constructed in brick with a rendered finish, the structure retains its original early 20th century characteristics including the awning and parapet detail. Typical to the commercial buildings of its time, it lies in close proximity to the adjacent building, but each structure has its own side boundary wall with a compression joint between the two.

The subject site also lies on a steep slope running south east to northwest. The slope has been rationalized by adding a staircase at the rear of the lot. Internally, the structure on ground floor has been significantly altered, while the first floor retains some of the original elements including the cornices in the main hall, the staircase, a few of the original timber skirtings. Several original windows and timber architraves are found throughout the building.

- **699 Darling Street Rozelle (Lot 102 DP 629133) & 1 Waterloo Street Rozelle (Lot 1 DP 629133)**

The property presents itself as a single storey structure along Darling Street and extends to into the adjacent property on 1 Waterloo Street. The original shop front detailing of the store has been lost with only the pediment above the awning retaining its original brickwork. Internally, the structure has been modified significantly over the years and recent neglect and lack of hygiene has rendered it debased.

- **3-7 Waterloo Street Rozelle (Lot 37 & 38 DP 421 and Lot 36 DP 190866)**

The lots on 3 – 7 Waterloo Street retain no built structure and have been converted into a parking lot.

Images - The following photographs, taken by Heritage 21 on 30 November 2017 and 15 January 2018, provide a visual survey of the site and its setting.



Figure 29. View of Balmain Leagues Club Building from Victoria Road (Source: Heritage 21, 30.11.17)



Figure 30. View of Balmain Leagues Club Building from Victoria Road (Source: Heritage 21, 30.11.17)



Figure 31. View of The Balmain Leagues Club boundary along the rear alleyway of the Darling Street Properties (Source: Heritage 21, 30.11.17)



Figure 32. Rear Alleyway of Darling Street. (Source: Heritage 21, 30.11.17)



Figure 33. View looking from the parking area adjacent to 1 Waterloo Street. The building on 697 Darling Street is visible on the right (Source: Heritage 21, 30.11.17)



Figure 34. The intersection of Victoria Road and Darling Street (Source: Heritage 21, 30.11.17)



Figure 35. The subject properties 697 & 699 Darling Street (Source: Heritage 21, 30.11.17)



Figure 36. Streetscape along Darling Street (Source: Heritage 21, 30.11.17)



Figure 37. Intersection of Darling street and Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 38. Subject properties on Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 39. View of the of the Balmain Leagues Club from Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 40. Rear façade of the Balmain Leagues Club from 5 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 41. Parking Lots on 3 – 7 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 42. The Boundary wall constructed across 1 Waterloo Street visible from parking lots on 3 – 7 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 43. View of Victoria Road from the upper level parking area within Balmain Leagues Club (Source: Heritage 21, 15.01.18)



Figure 44. View of the main club building from the upper level parking lot (Source: Heritage 21, 15.01.18)



Figure 45. View from Victoria Road into the main entrance of the Balmain Leagues Club (Source: Heritage 21, 30.11.17)



Figure 46. View of Ground Level car park (Source: Heritage 21, 15.01.18)



Figure 47. View of ramp to Upper Level car park (Source: Heritage 21, 15.01.18)



Figure 48. Entrance to Balmain Leagues Club (Source: Heritage 21, 15.01.18)



Figure 47. Ground floor entrance to the Byer's Building on 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 48. Detail of timber architrave and awning on original shop front on 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 49. View of the shop front of 697 Darling Street from the interior (Source: Heritage 21, 30.11.17)



Figure 50. Main shop hall on 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 51. Stairs leading to rear alley on Darling street (Source: Heritage 21, 30.11.17)



Figure 52. The rear alley with a view to adjacent building on 697 Darling Street and the first-floor window on 697 Darling street (Source: Heritage 21, 30.11.17)



Figure 53. Original ceiling rose on first floor, 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 54. Original cornices in the main hall on first floor, 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 55. View towards the proposed development area from 697 Darling Street balcony on first floor (Source: Heritage 21, 30.11.17)



Figure 56. View of the main hall on the first floor, 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 57. Original ceiling rose and cornices on ground floor lobby, 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 58. Original timber skirting in stairwell, 697 Darling Street (Source: Heritage 21, 30.11.17)



Figure 59. Entrance to Butcher shop on 699 Darling Street (Source: Heritage 21, 15.01.18)



Figure 60. Entrance to Butcher shop from 1 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 61. Interior view of butcher shop on 1 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 62. Interior view of butcher shop on 1 Waterloo Street (Source: Heritage 21, 15.01.18)



Figure 63. Cold Storage rooms in butcher shop on 699 Darling Street (Source: Heritage 21, 15.01.18)



Figure 64. Shop front view from interior, 699 Darling Street (Source: Heritage 21, 15.01.18)

4.0 HERITAGE SIGNIFICANCE

For the purpose of this report, the significance of the entire lot area highlighted in Section 1.2 will be assessed as a whole. Where an established statement of significance is available on properties on 697 and 699 Darling Street, the significance of the remaining properties requires further consideration.

The entire subject site lies in close proximity to the Valley heritage conservation area and forms a significant section of the Rozelle Commercial Neighbourhood as indicated in the Leichhardt Development Control Plan, 2002.

4.1 Established Significance

The following Statement of Significance is available for the properties on 697 and 699 Darling Street in the Balmain Leagues Club Master Plan Heritage Impact Statement, October 2005 submitted to Council:¹⁷

The existing shop at 699 Darlin Street, Rozelle is an early twentieth century commercial building. It represents a typical shop with parapet that forms part of the late 19th century and early 20th century commercial shopping strip of Rozelle. The association with the Byers meat business is an important social connection as it was erected, and subsequently extended by the Byers for their meat business and has been continuously occupied by the family for three generations.

The existing shop at 697 Darling Street, Rozelle is an early twentieth century building. It represents a typical shop, with parapet, that forms part of the 19th and early 20th century commercial shopping strip of Rozelle. The association with the Byers meat business is a minor social connection as it was erected as an investment property by the Byers.

The following Statement of Significance is available for The Valley heritage conservation area on Council's website:¹⁸

One of a number of conservation areas which collectively illustrate the nature of Sydney's early suburbs and Leichhardt's suburban growth particularly between 1871 and 1891, with pockets of infill up to the end of the 1930s (i.e. prior to World War II).

This area is important for illustrating development for workers' and artisan housing particularly from 1871–1891 which forms the major element of its identity.

It is significant for its surviving development from that period and the later infill development up to World War II (ie pre-1939).

¹⁷ City Plan Heritage, Balmain Leagues Club Masterplan, Heritage Impact Statement, October 2005, p. 22 -23

¹⁸ Inner West Council – Leichhardt, Conservation Area 12 – The Valley (Rozelle and Balmain) <http://www.leichhardt.nsw.gov.au/Planning---Development/Planning-Controls--DCPs--LEPs--VPAs-/Heritage/Conservation-Area-12-The-Valley-Rozelle-and-Balmain>

Retains evidence of all its layers of growth within that period from the late-1870s.

Through its important collection of weatherboard buildings, including the now rare timber terraces, it continues to demonstrate the nature of this important/major construction material in the fabric of early Sydney suburbs, and the proximity of Booth's saw mill and timber yards in White Bay.

Through the mixture of shops, pubs and industrial buildings it demonstrates the nature of a Victorian suburb, and the close physical relationship between industry and housing in nineteenth century cities before the advent of the urban reform movement and the separation of land uses.

4.2 Assessment of Significance

In order to make an assessment of whether or not the proposed development to the subject site would have either a negative, neutral or positive impact upon the significance of the Valley HCA and the heritage items in the vicinity, it is necessary first to ascertain the significance of the subject site. The assessment is based upon criteria specified by the NSW Office of Environment and Heritage.¹⁹

Criterion	Assessment
<p>A. Historical Significance</p> <p><i>An item is important in the course, or pattern, of NSW's cultural or natural history (state significance); OR it is important in the course, or pattern of the local area's cultural or natural history (local significance).</i></p>	<p>The entire Balmain Leagues Club Precinct displays limited historical significance as an example of the early development of the Balmain, Rozelle land development pattern. Surrounding areas and items demonstrate the overlays of continual patterns of human occupation to a higher degree.</p>
<p>B. Associational Significance</p> <p><i>An item has strong or special association with the life or works of a person, or group of persons, of importance in NSW's cultural or natural history (state significance); OR it has strong or special association with the life or works of a person, or group of persons, of importance in the cultural or natural history of the local area (local significance).</i></p>	<p>The Balmain Leagues Club Building displays associational significance due to the occupation of the Balmain Leagues Club Building by the Balmain Tigers from 1963 to the 1990s.</p> <p>The butcher shop on 699 Darling Street and 1 Waterloo Street also displays associational significance due to the occupation of the Byers Family for over three generations.</p> <p>Minor significance may also be drawn to the property on 697 Darling street as an investment property of the Byers family.</p>

¹⁹ NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), NSW Heritage Manual, <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

Criterion	Assessment
<p>C. Aesthetic Significance</p> <p><i>An item is important in demonstrating aesthetic characteristics and/or high degree of creative or technical achievement in NSW (state significance); OR it is important in demonstrating aesthetic characteristics and/or high degree of creative or technical achievement in the local area (local significance).</i></p>	<p>The site is located on significant thoroughfares that run through the Balmain peninsula with a substantial presence along Victoria Road and Waterloo Street. The architectural style of the buildings on the precinct do not warrant it to be of significance, especially since the Balmain Leagues Club building itself has been a relatively recent construction, while the buildings on Darling street do not retain much historic fabric.</p> <p>It may however be noted that the façades at Darling Street with their traditional shop front design, parapet details and awnings do contribute to the character of the conservation area and the historic commercial neighbourhood of Rozelle on Darling Street.</p>
<p>D. Social Significance</p> <p><i>An item has a strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (state significance); OR has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons (local significance).</i></p>	<p>The site redevelopment process since 2004 has been met with large scale community protests and objections. The project has remained contentious due to the repercussions of the development on the neighbourhood. Where it may be said that the local community in the Rozelle/Balmain region may hold the building as socially significant, the community seeks its retentions only in preference to a proposed alternative.</p> <p>Additionally, it is the Balmain Tigers, the rugby league team that has association value to the site that creates the social link between the club and the community. The team however continues to participate in the sport from a different location.</p> <p>Therefore, it is concluded that the item does not fulfil the requisites of this criterion.</p>
<p>E. Technical/Research Significance</p> <p><i>An item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history (state significance); OR has potential to yield information that will contribute to an understanding of the area's cultural or natural history (local significance).</i></p>	<p>There is no evidence to suggest that the buildings demonstrate construction techniques other than those commonly employed at the time. The subject site therefore does not meet the requirements of this criterion.</p>
<p>F. Rarity</p> <p><i>An item possesses uncommon, rare or endangered aspects of NSW's</i></p>	<p>The subject properties that lie within the Balmain Leagues Club precinct do not represent a style of architecture that are rare in Sydney. The Balmain Leagues Club building itself is a relatively new structure from the 1960s. The two properties on Darling Street, although contributory, are not the finest</p>

Criterion	Assessment
<i>cultural or natural history (state significance); OR possesses uncommon, rare or endangered aspects of the area's cultural or natural history (local significance).</i>	specimens of late nineteenth and early twentieth century commercial shop buildings. There are several intact examples on the same strip on Darling Street. Accordingly, the subject item does not attain the requisite standard of significance under this criterion.
<p>G. Representativeness</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSW's cultural or natural places or cultural or natural environments (state significance); OR is important in demonstrating the principal characteristics of a class of the area's cultural or natural places or cultural and natural environments (local significance).</i></p>	The items within the Balmain Leagues Club precinct do not represent characteristics that make up a significant variation of a type nor have they retained any features that would warrant their inclusion within this criterion.

4.3 Statement of Cultural Significance

The Balmain Leagues Club Precinct does not meet requisite criterions for Social, Technical, Rarity or Representativeness. There is however limited significance associated to the post World War II Rugby League Club Building; the late nineteenth century Byers Butcher Shop and the early 20th century Byers Investment Property for the associational value of its occupants. The precinct also demonstrates a degree of historical significance in the early development of the area. Where the aesthetic value of majority of the properties remains negligible, the facades on Darling Street do attribute to a certain extent to the character of the Rozelle commercial neighbourhood and the Valley HCA.

5.0 DESCRIPTION OF PROPOSAL

The proposed development would include:

- Demolition of properties at 138- 156 Victoria Road referred to in this report as the Balmain Leagues Club Building;
- Demolition of the property at 699 Darling Street, while retaining the façade including the parapet and retaining the original shop front and awnings. The demolished structure would act as a public pedestrian walkway leading to the internal courtyard of the development;
- Retention of the building form of 697 Darling Street, with alterations to the interiors of the property. The rear of the property may require dismantling to allow access for the piling rig;
- Construction of a twelve-storey mixed use building within the precinct; which would include two level underground parking; a super market on lower ground level; the Balmain Leagues Club on ground floor, with additional retail space in the property on 697 Darling Street; and residential apartments with associated facilities in the upper levels of the new multistorey development;
- Construction of a pedestrian accessway from Darling Street, Little Darling Street and the introduction of a public square and plaza at the heart of the property; and
- Construction of three storey structures – perceived as two storey – with an active urban green roof along Waterloo Street.

Specific details of the proposed development are shown in drawings by Scott Carver, dated 19 December 2019, received by Heritage 21 on 19 December 2019. These are partly reproduced below at small scale for reference purposes; the full-size drawings accompanying the application should be referred to for any details.

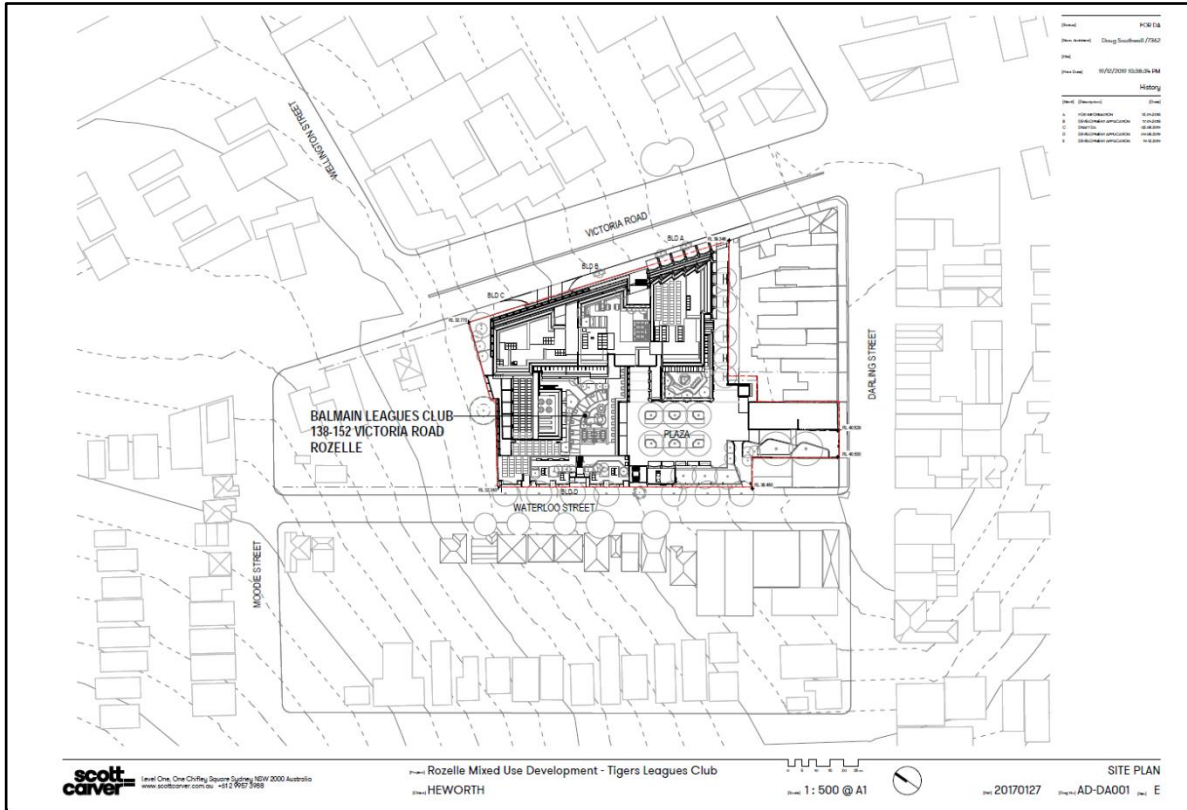


Figure 65. Proposed site plan.

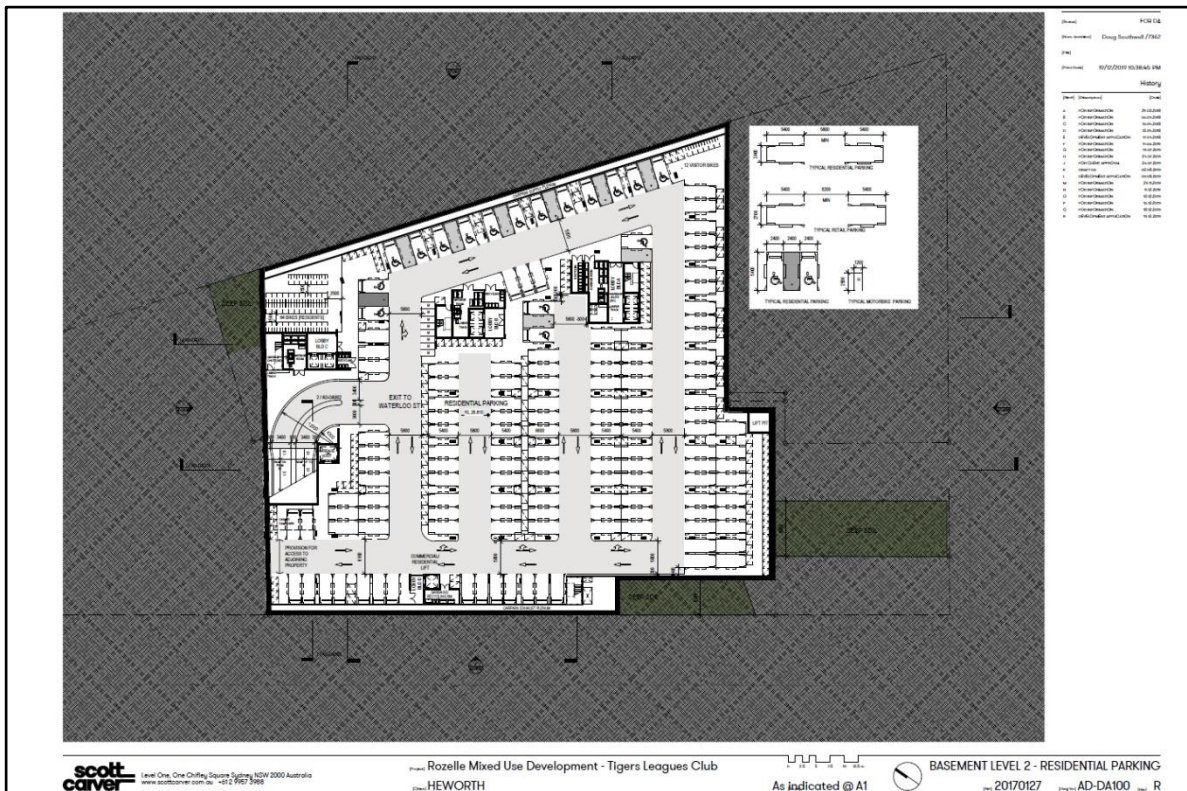


Figure 66. Proposed basement level 2 - residential parking.

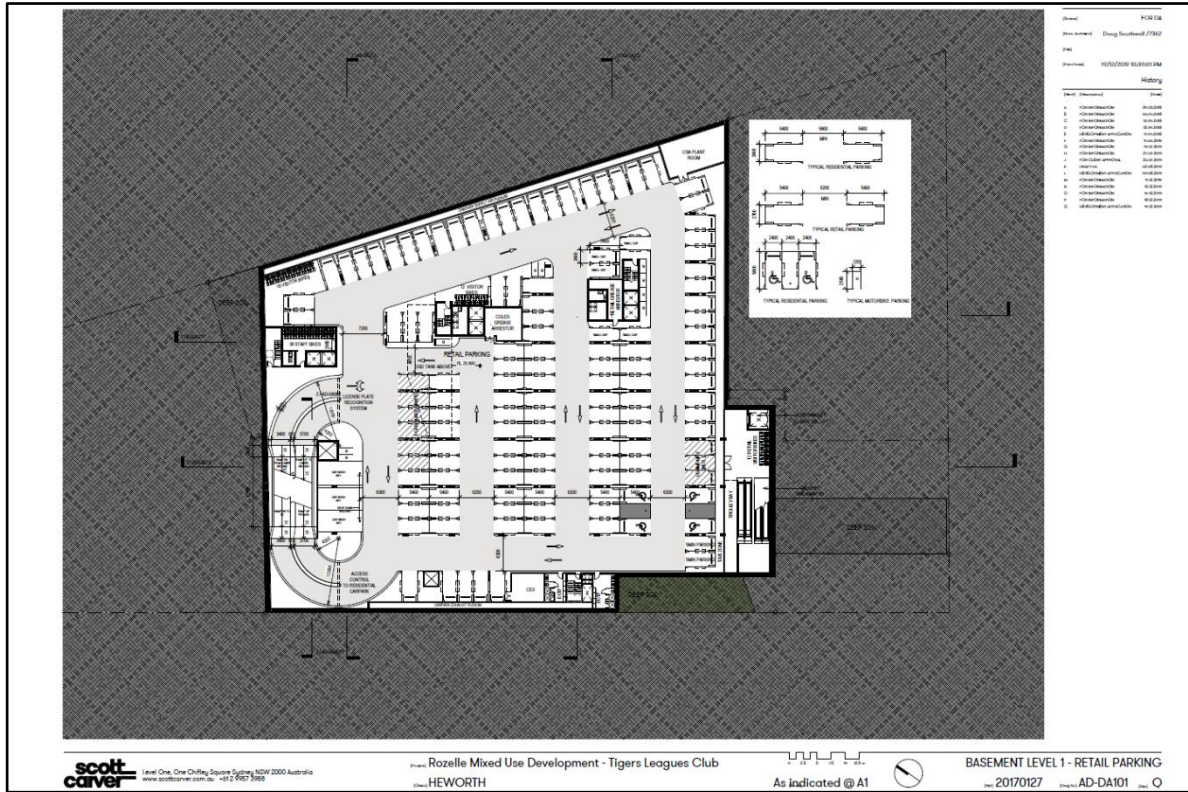


Figure 67. Proposed basement level 2 - residential parking.

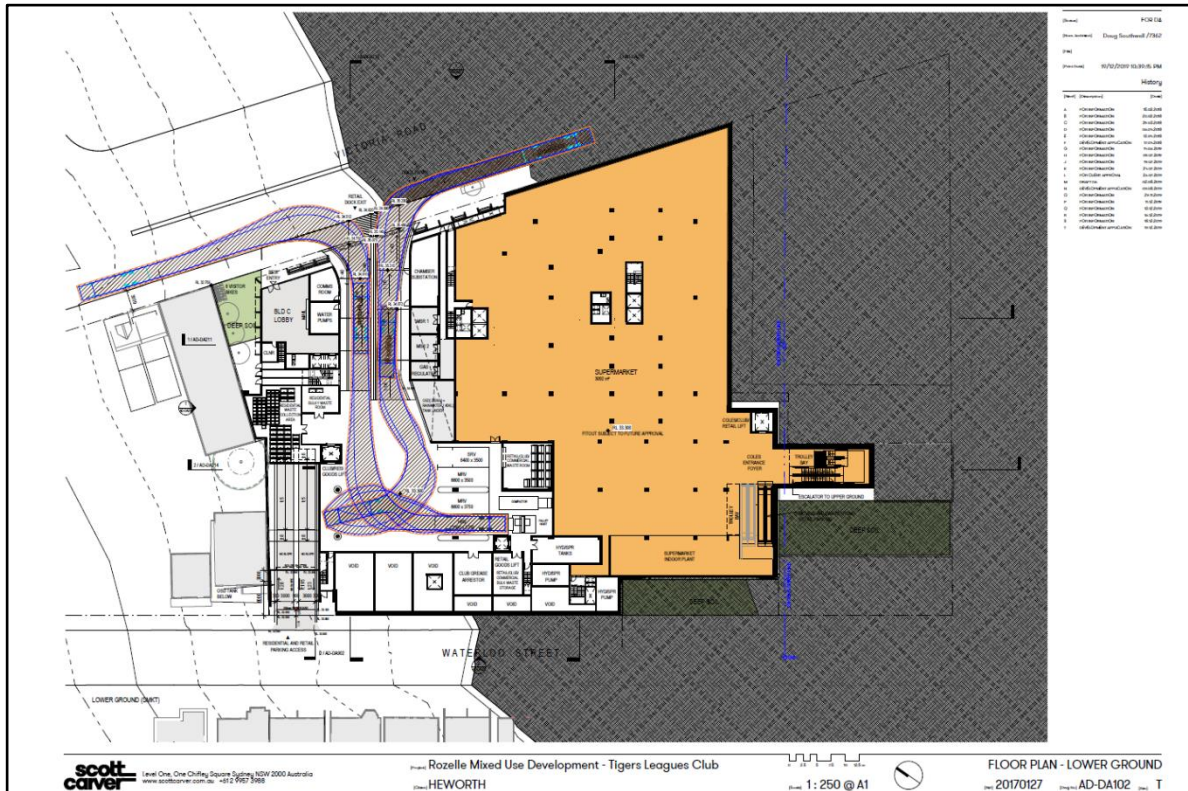


Figure 68. Proposed floor plan – lower ground.



Figure 69. Proposed floor plan – lower ground mezzanine.

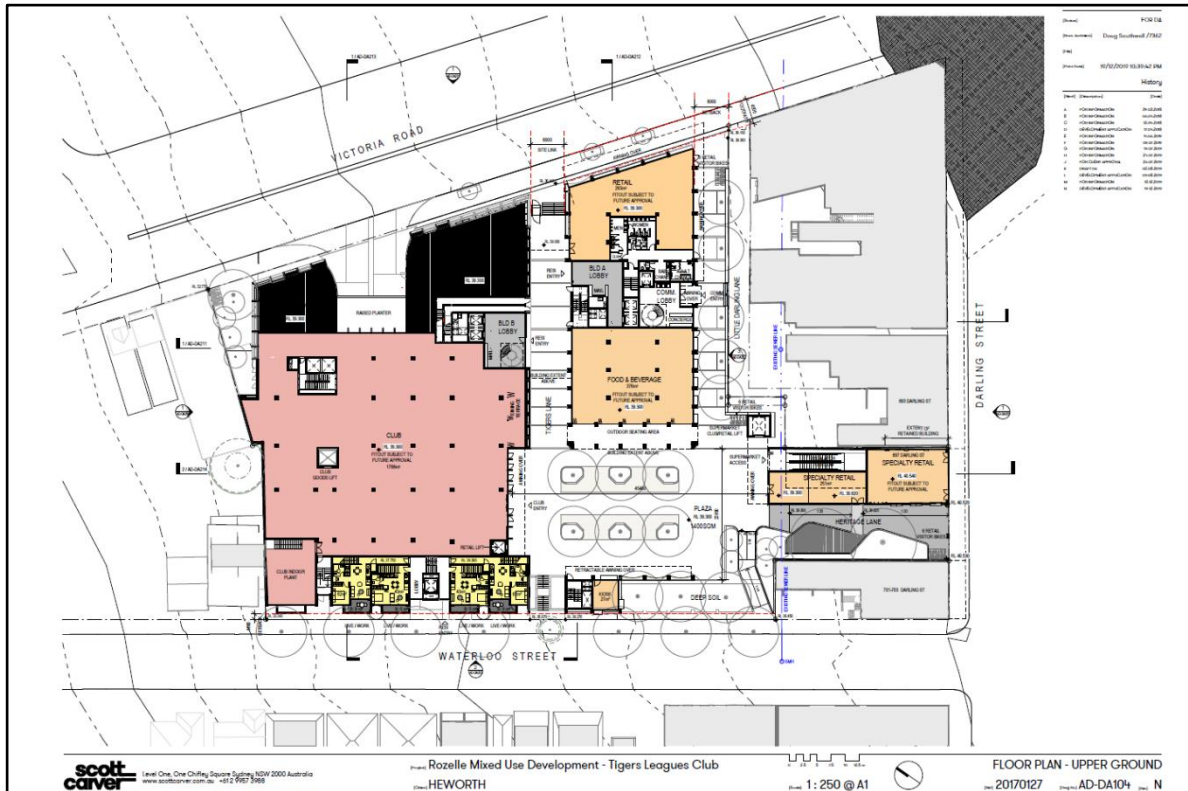


Figure 70. Proposed floor plan – upper ground.

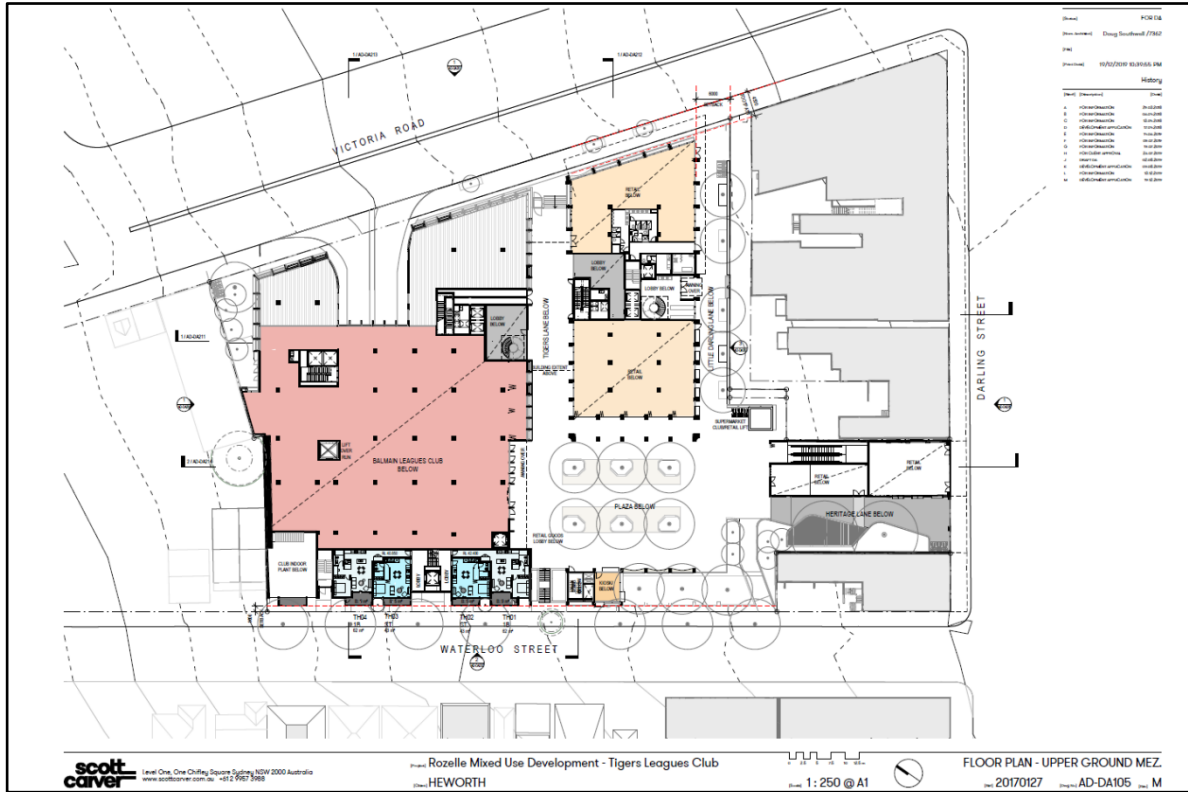


Figure 71. Proposed floor plan – upper ground mezzanine.



Figure 72. Proposed floor plan 0 Level 01 – Commercial.

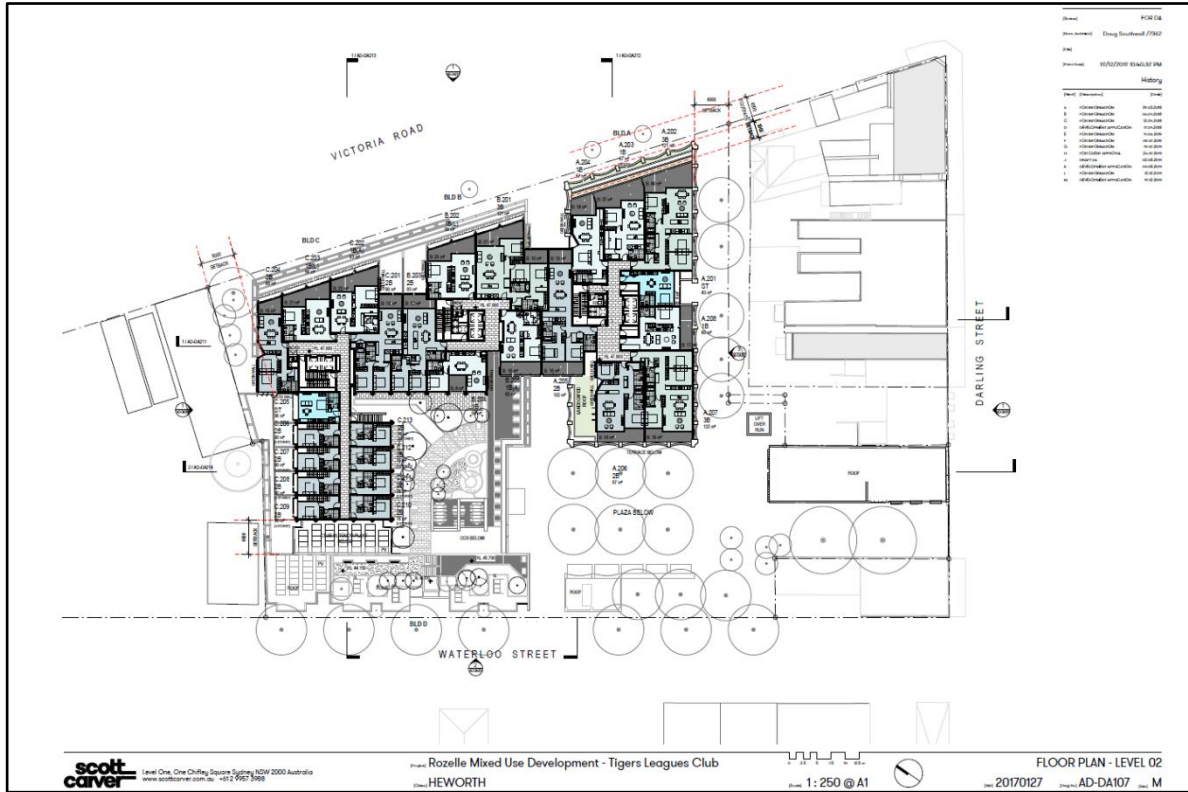


Figure 73. Proposed floor plan – Level 02.



Figure 74. Proposed floor plan – Level 03.



Figure 75. Proposed floor plan – Level 04.

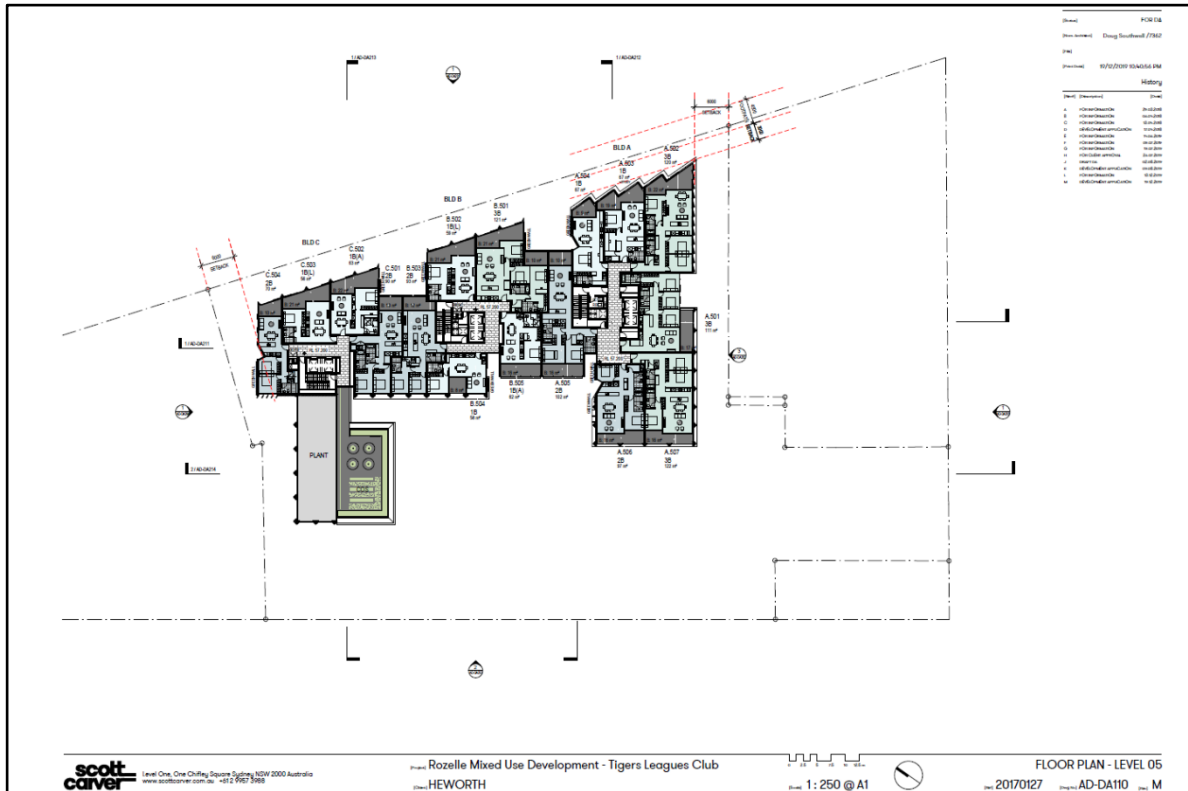


Figure 76. Proposed floor plan – Level 05.

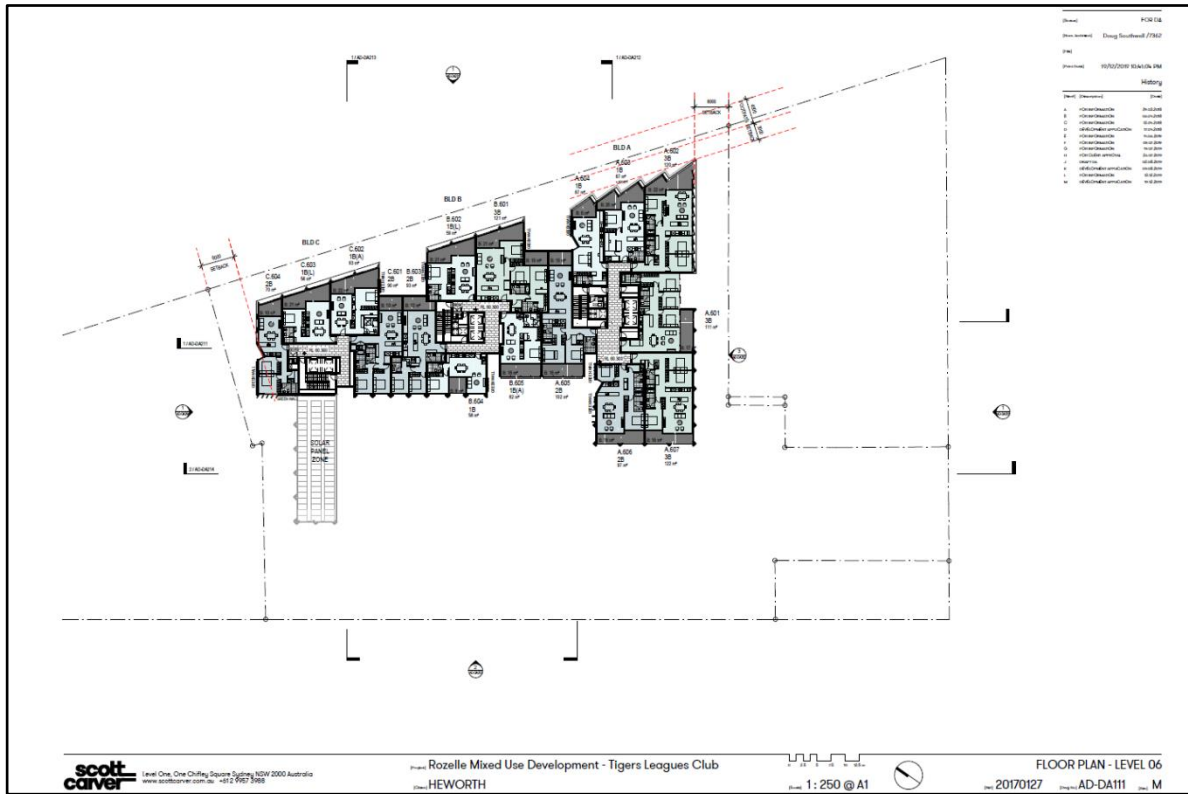


Figure 77. Proposed floor plan – Level 06.

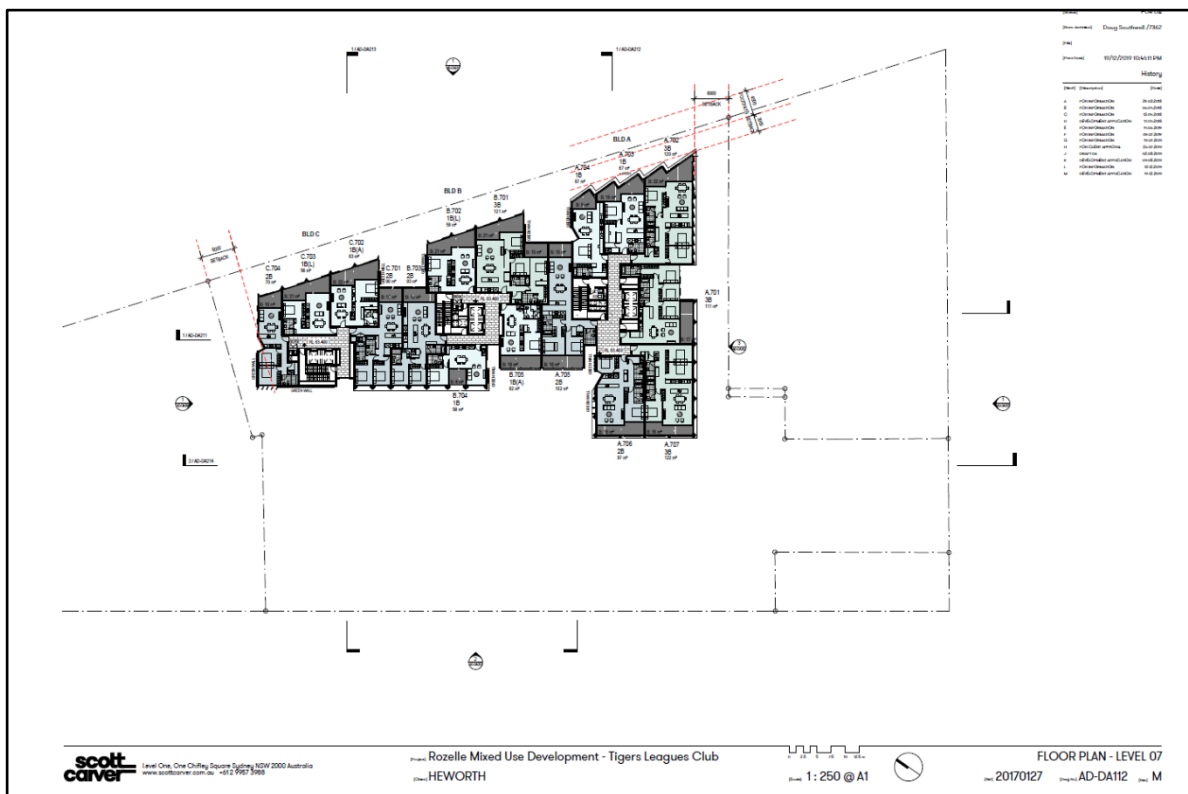


Figure 78. Proposed floor plan – Level 07.

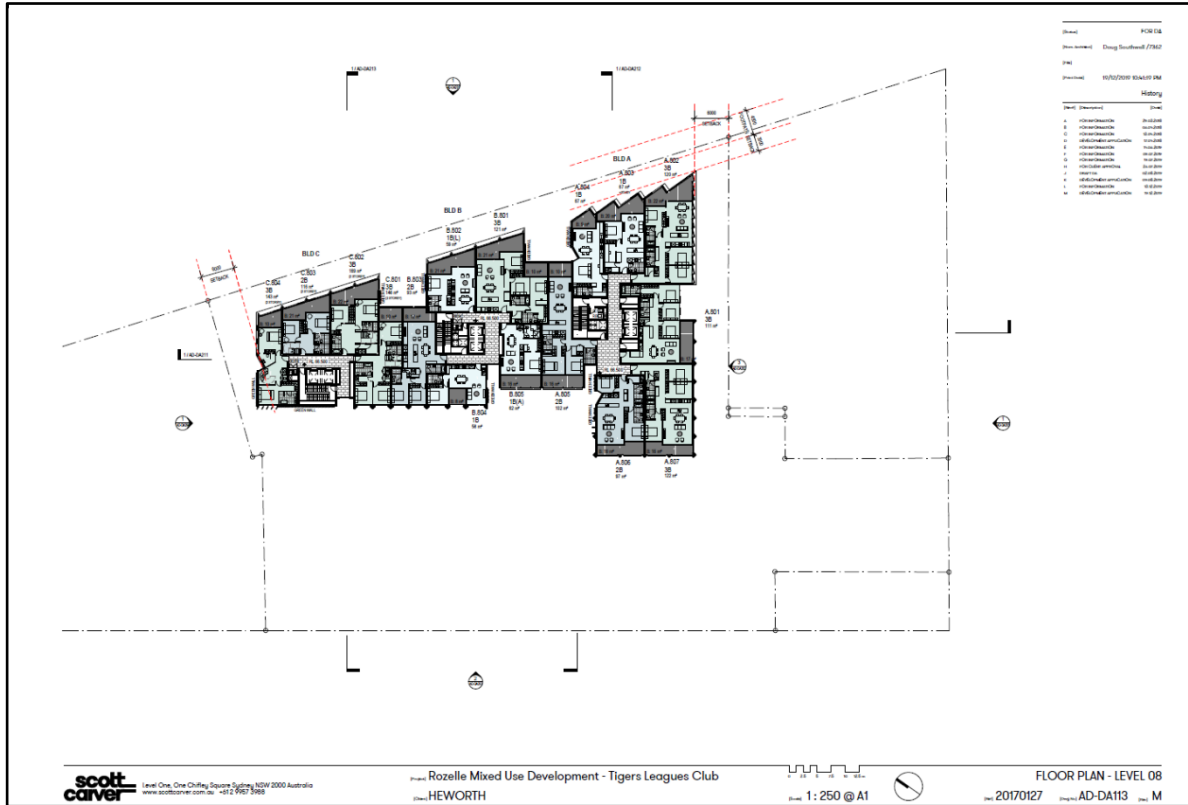


Figure 79. Proposed floor plan – Level 08.



Figure 80. Proposed floor plan – Level 09.

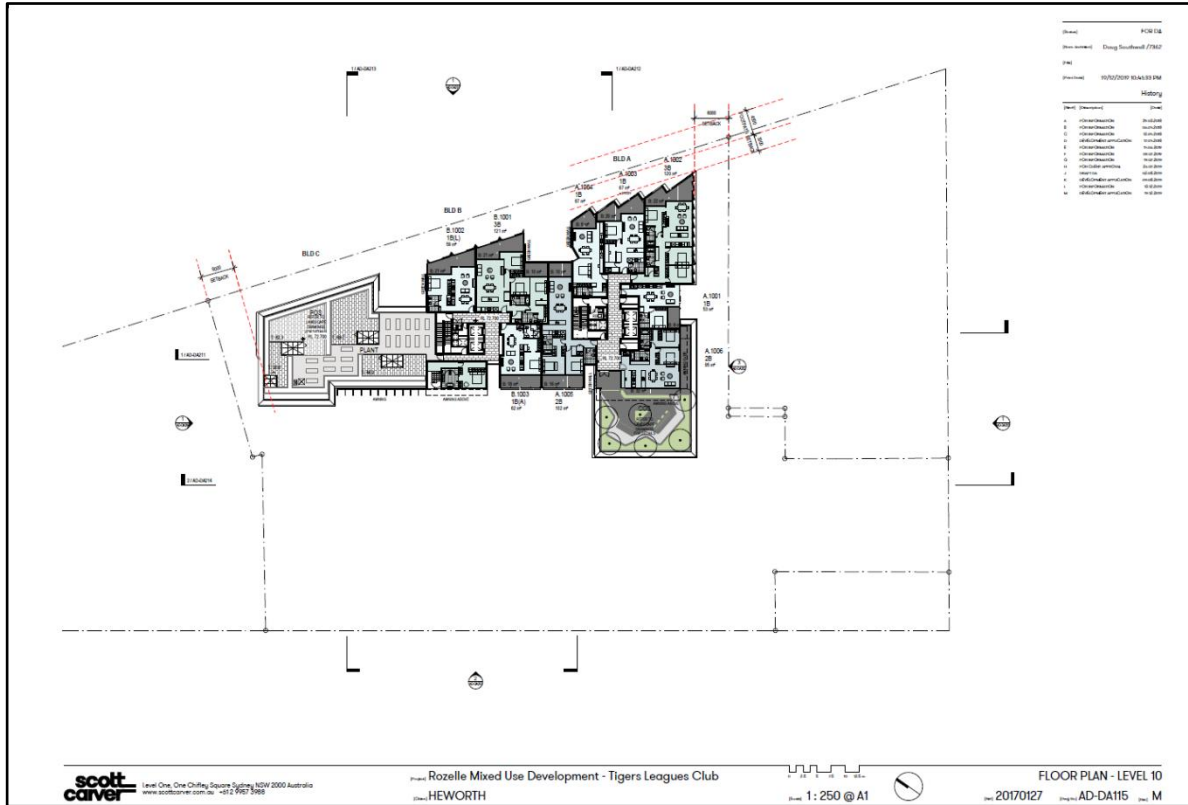


Figure 81. Proposed floor plan – Level 10.

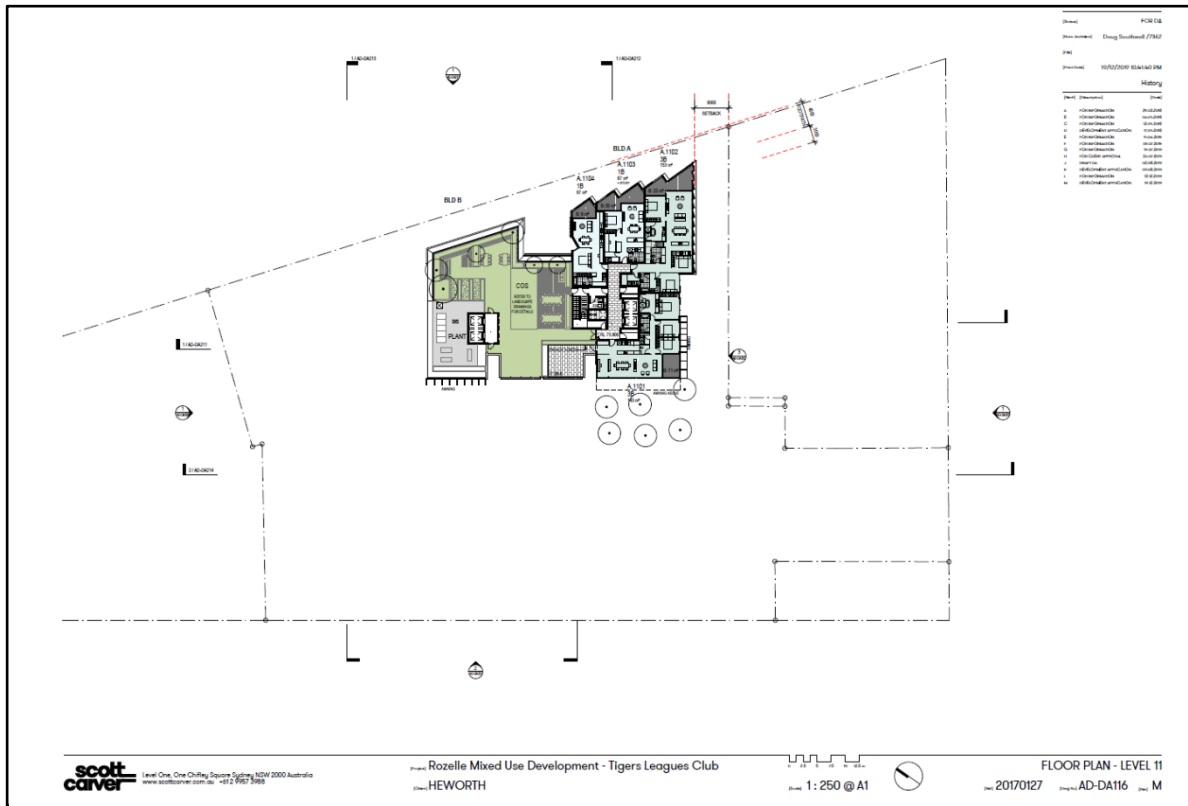


Figure 82. Proposed floor plan – Level 11.

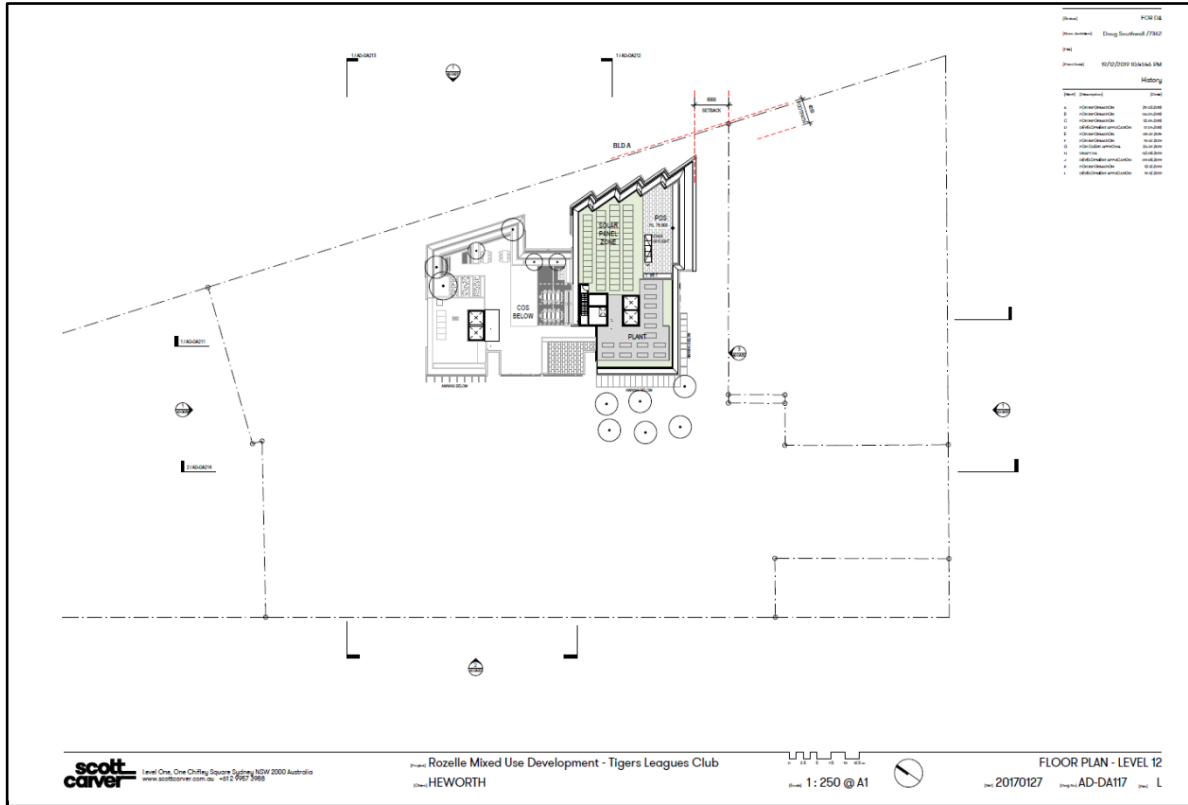


Figure 83. Proposed floor plan – Level 12.

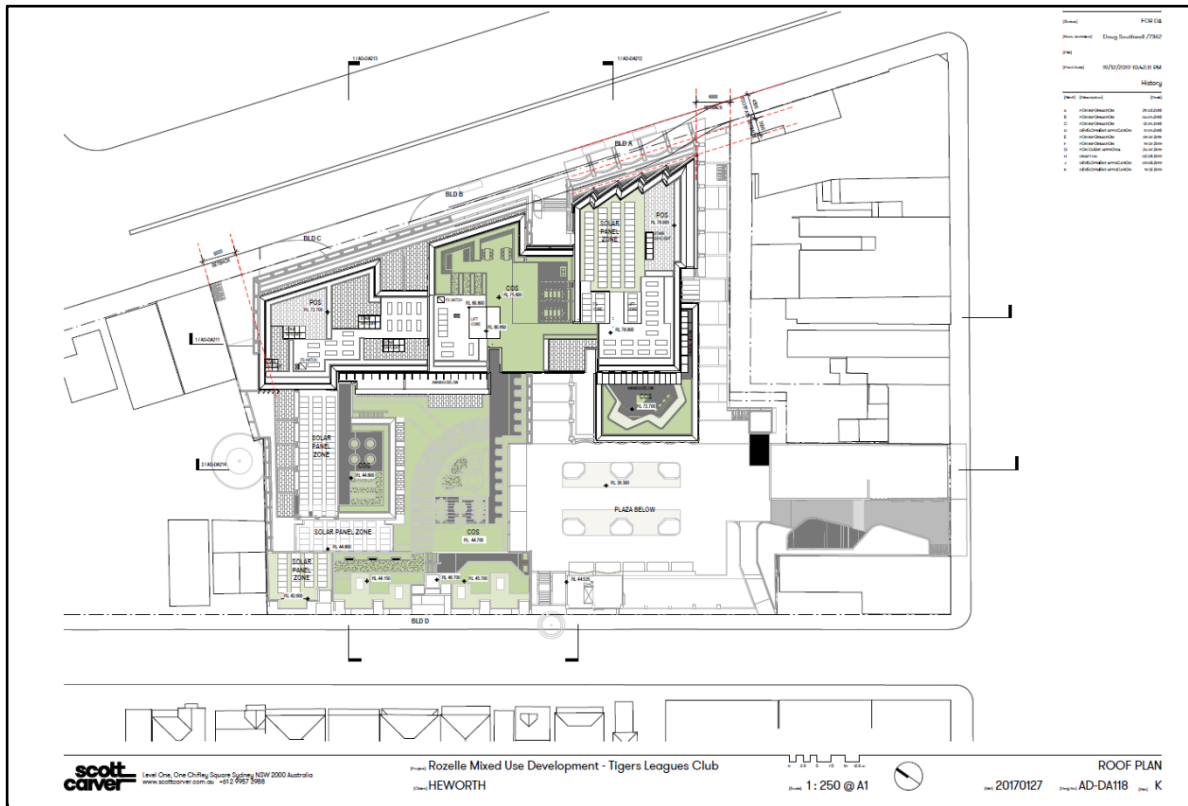


Figure 84. Proposed roof plan.

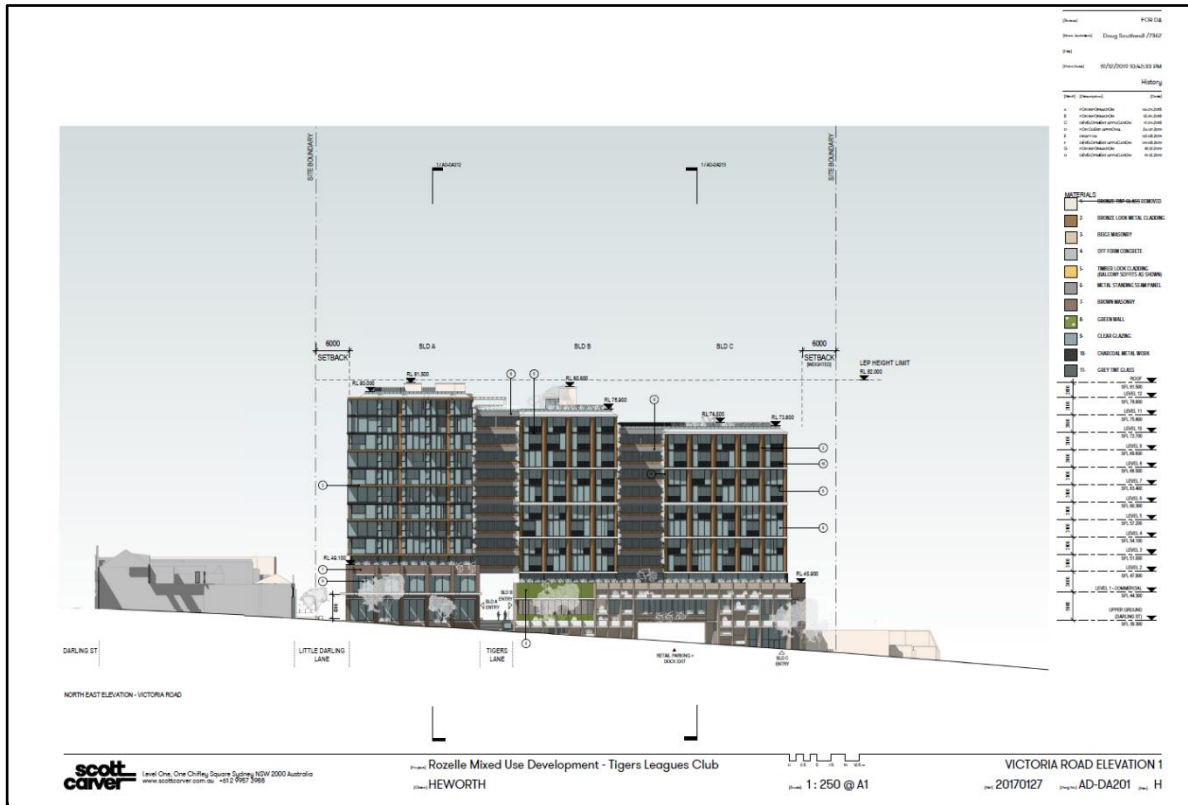


Figure 85. Proposed Victoria Road Elevation 1.

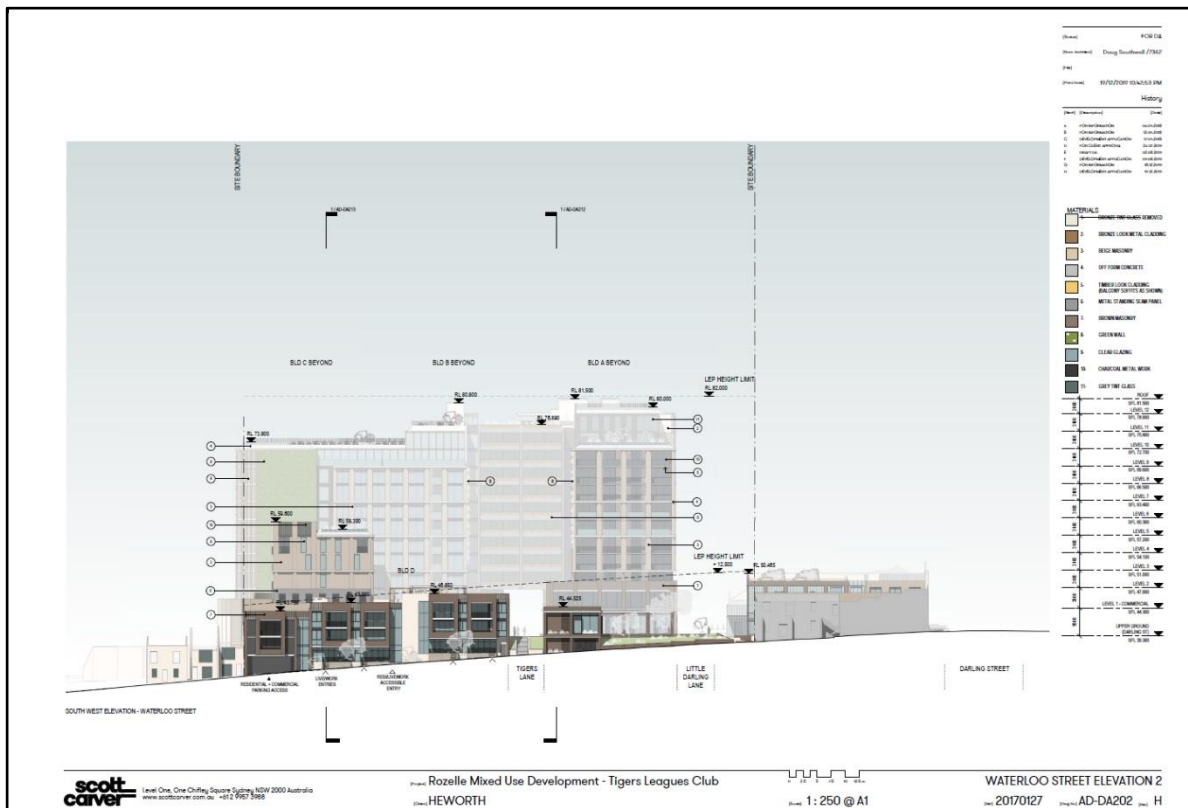


Figure 86. Proposed Waterloo Street Elevation 2.

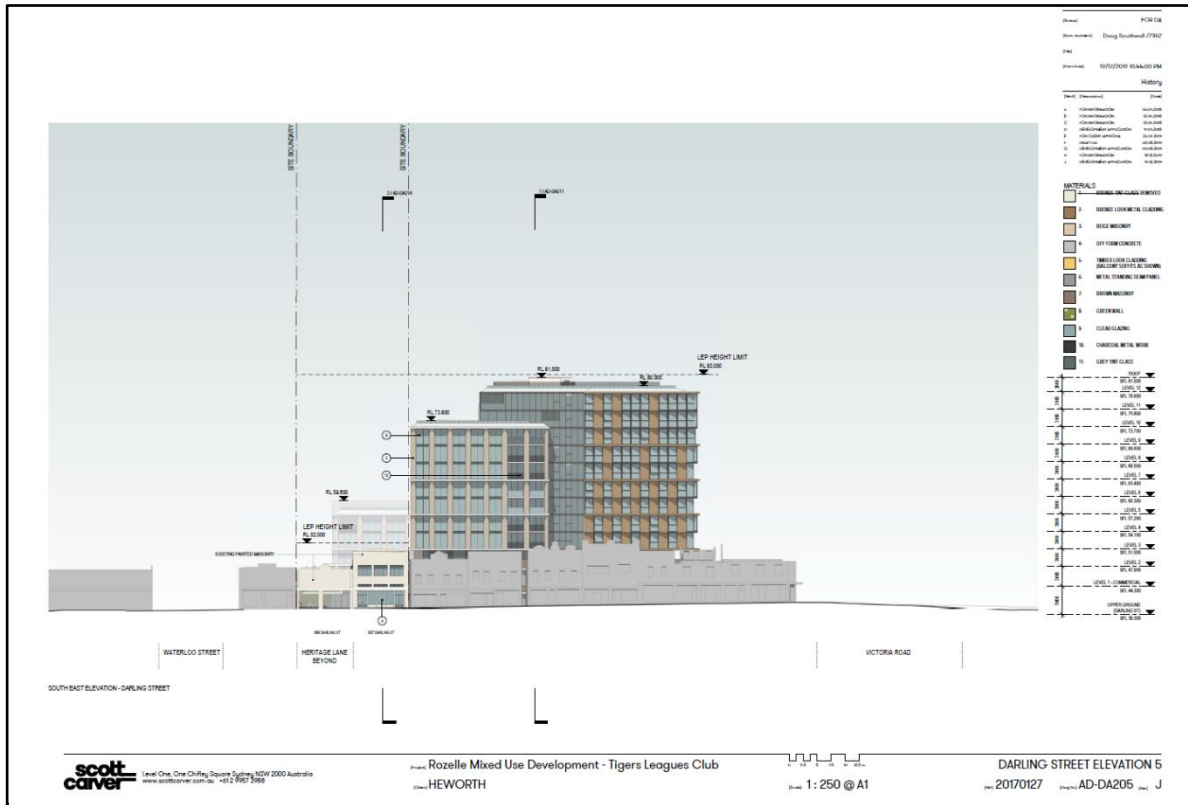


Figure 89. Proposed Darling Street Elevation 5.

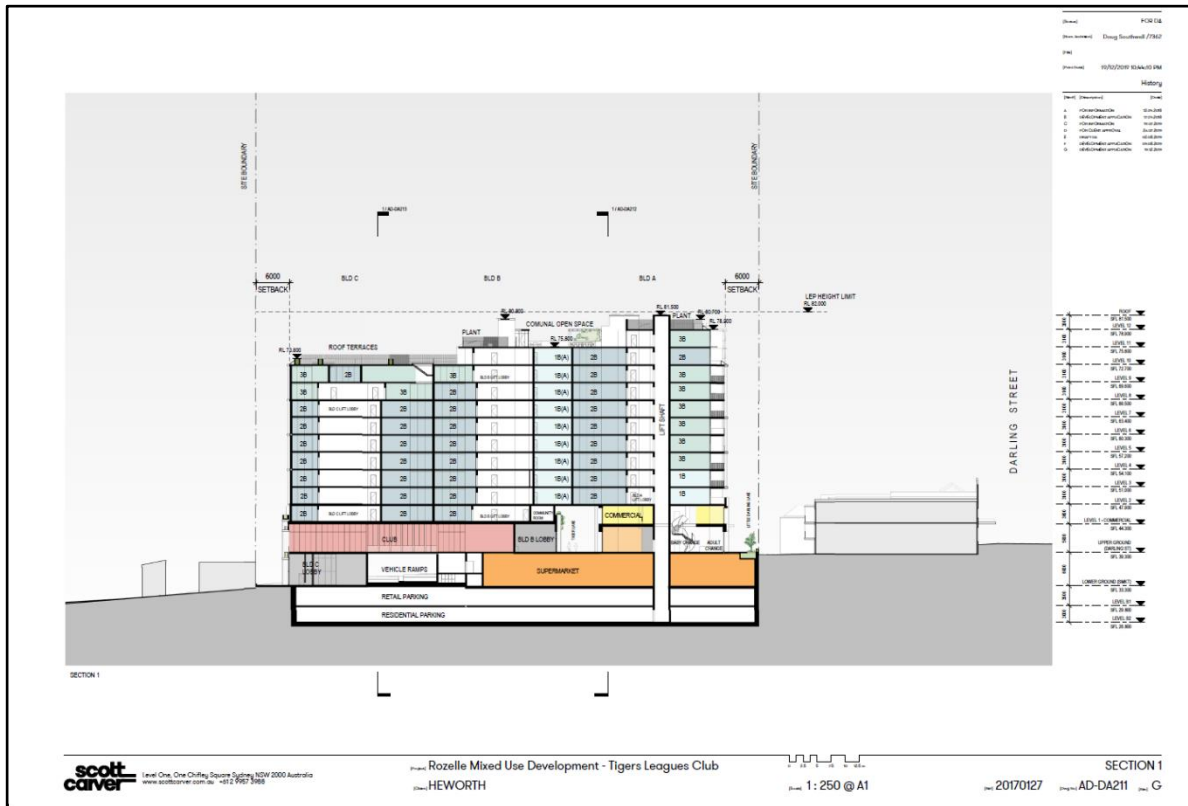
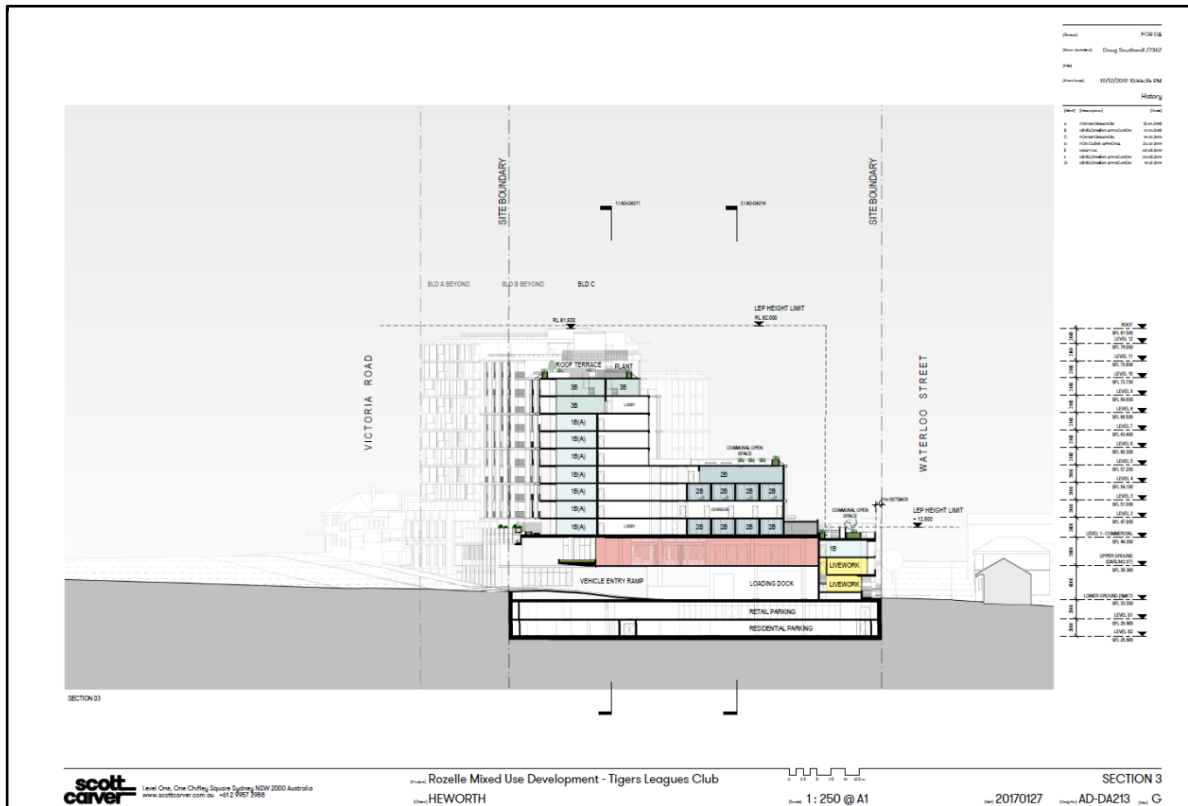
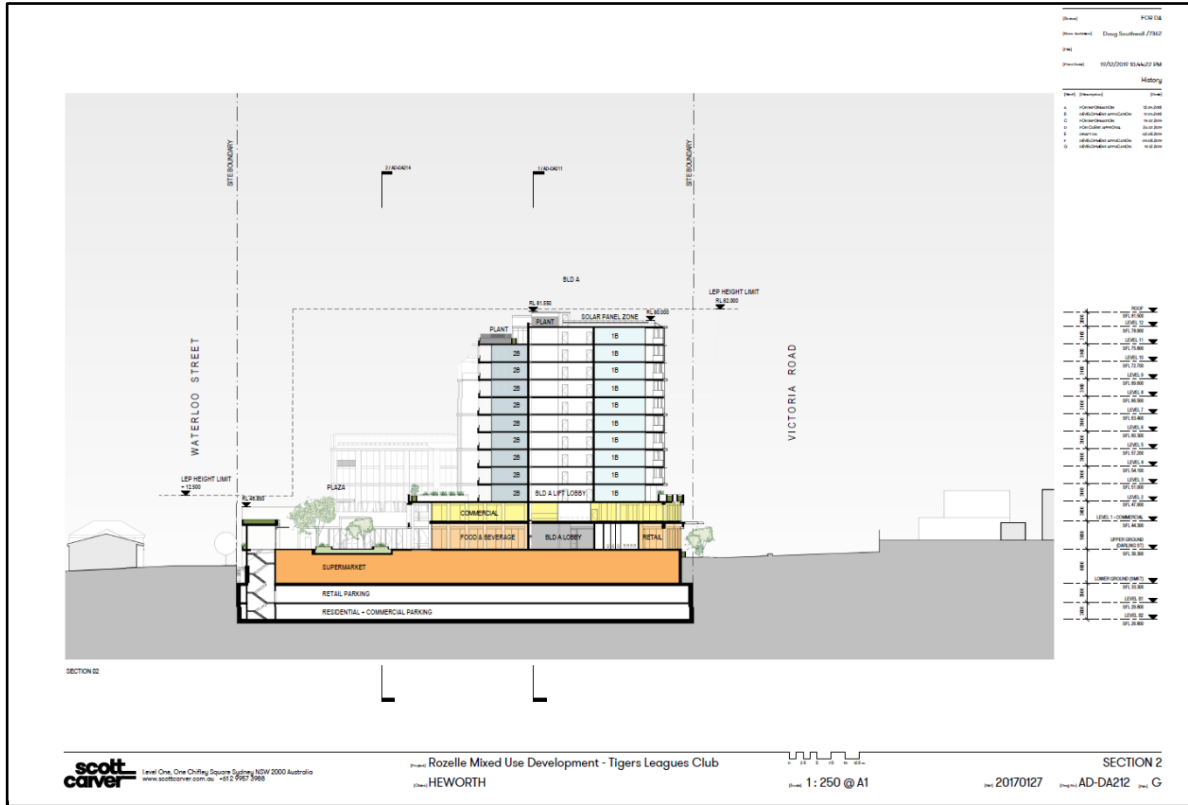


Figure 90. Proposed Section 1.



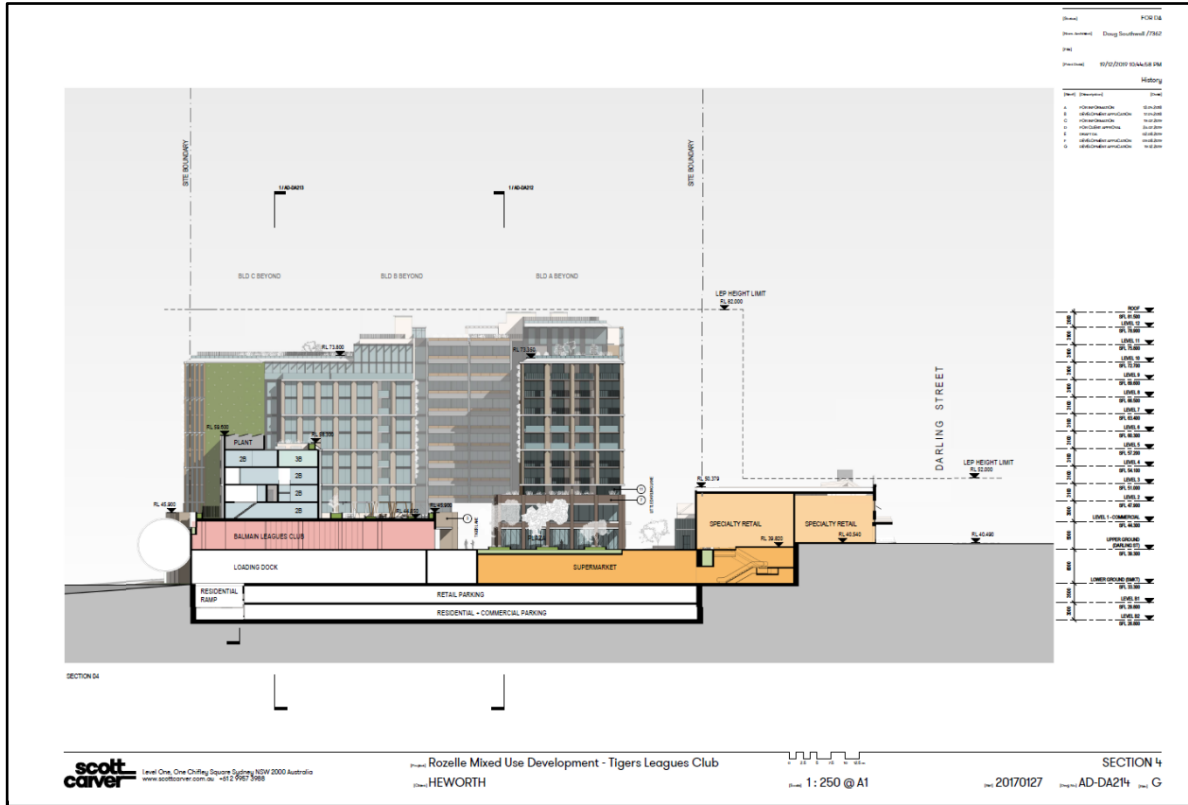


Figure 93. Proposed section 4.

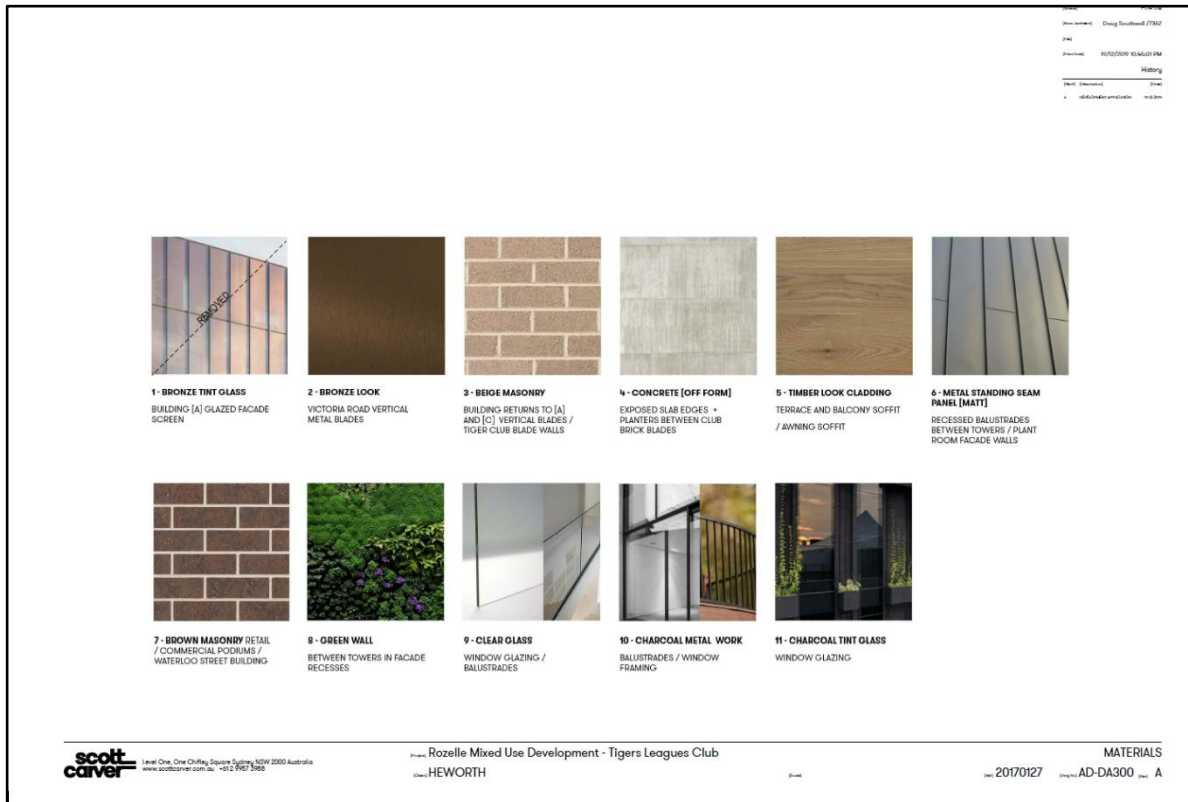


Figure 94. Proposed materials.

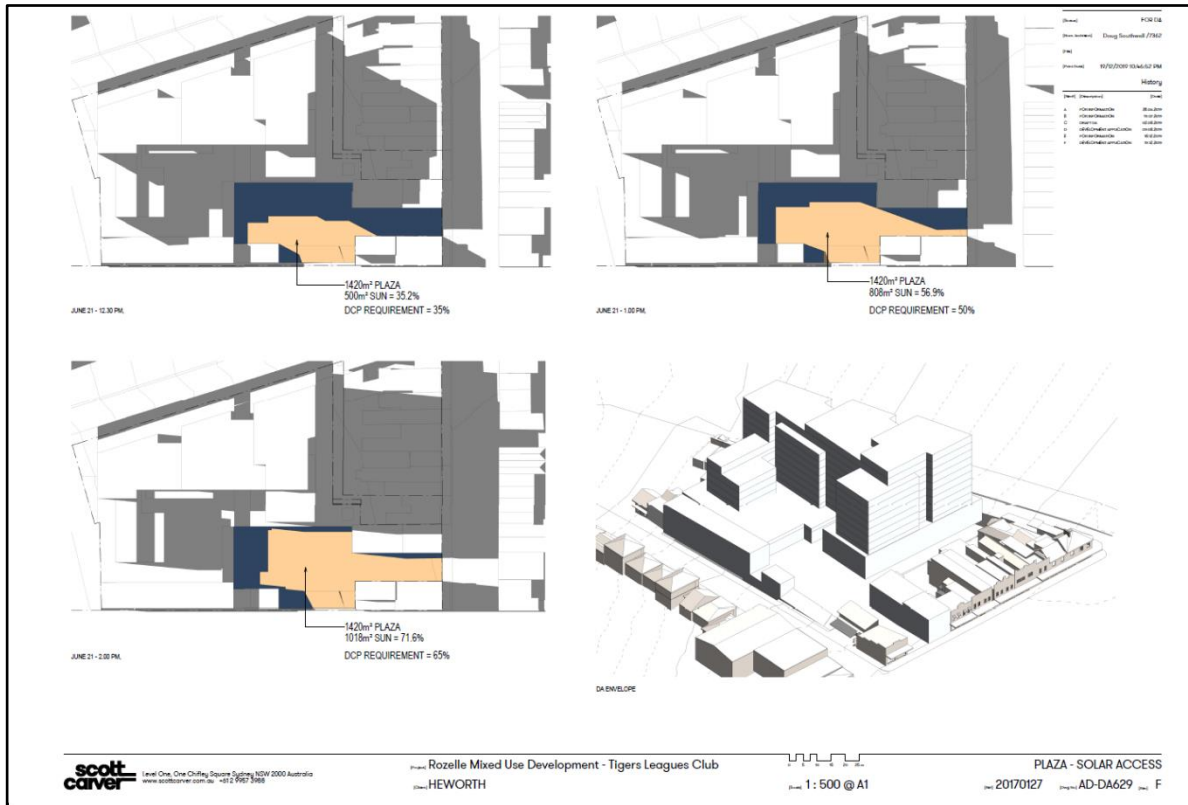


Figure 95. Proposed plaza – solar access.



Figure 96. Proposed shadow analysis plans – sheet 1.



Figure 97. Proposed shadow analysis plans – sheet 2.

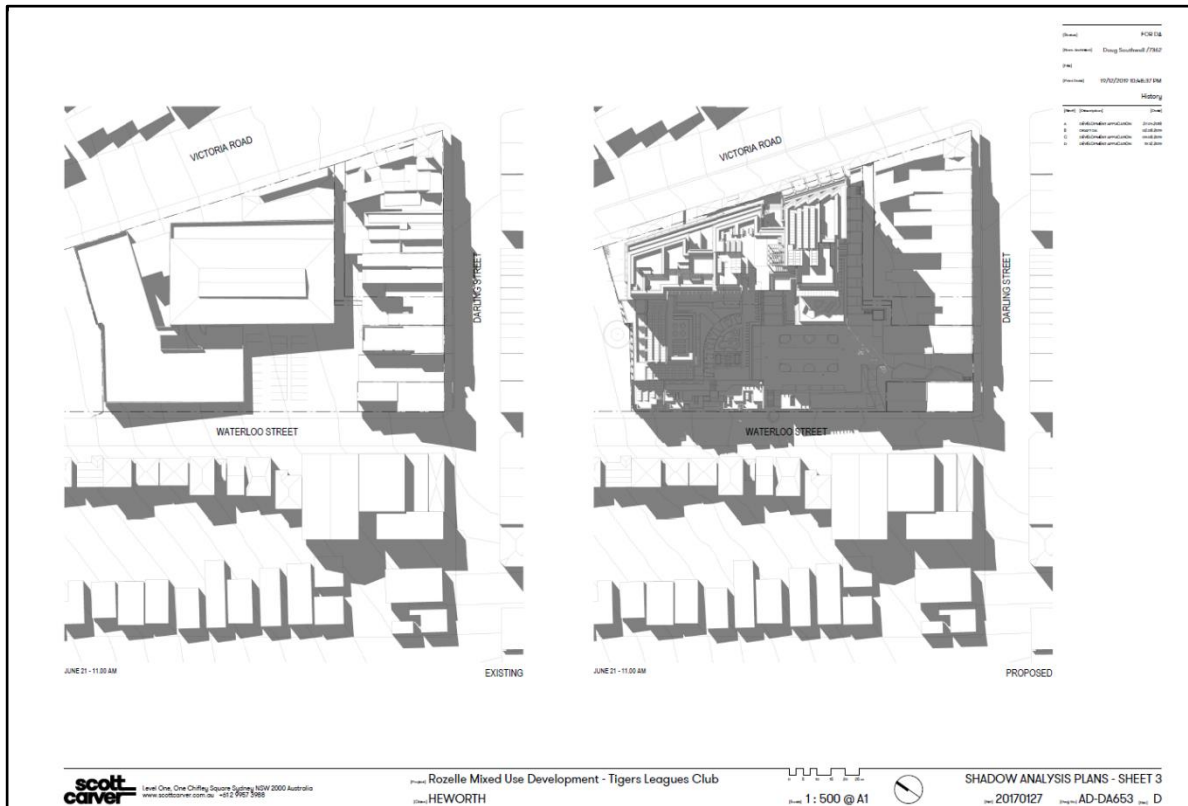


Figure 98. Proposed shadow analysis plans – sheet 3.

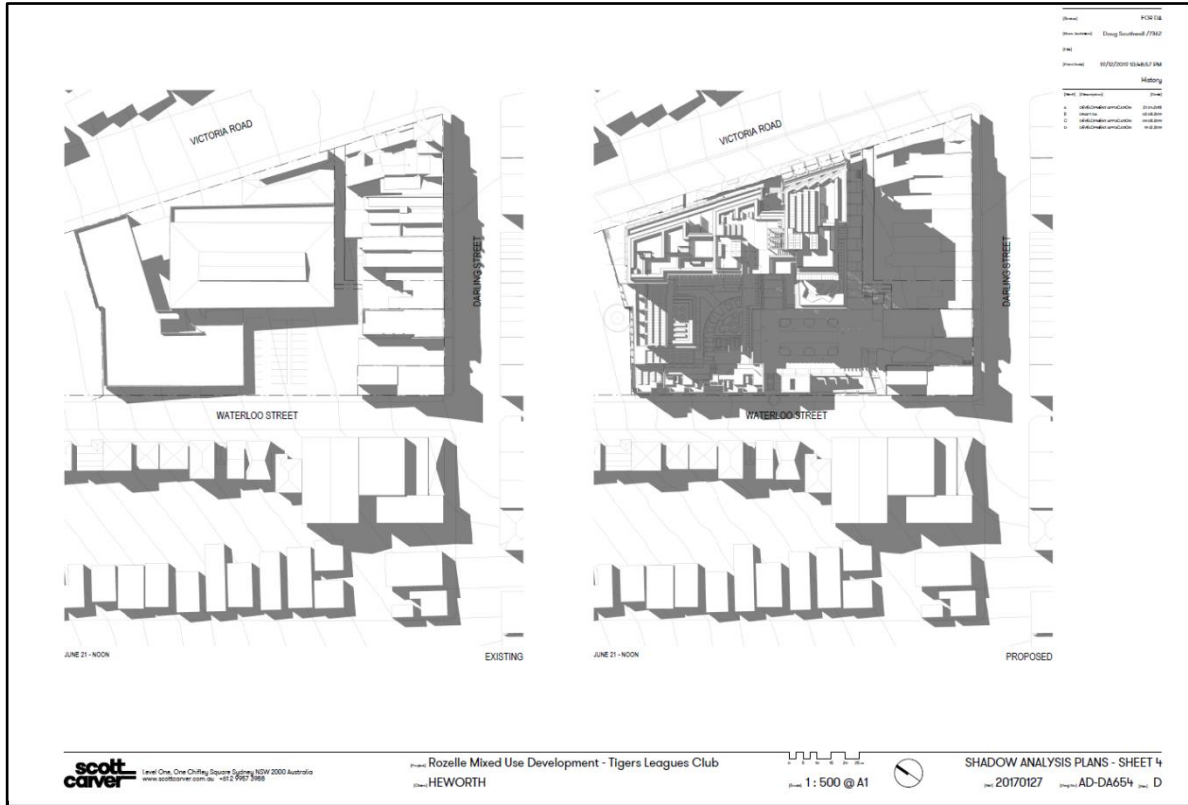


Figure 99. Proposed shadow analysis plans – sheet 4.

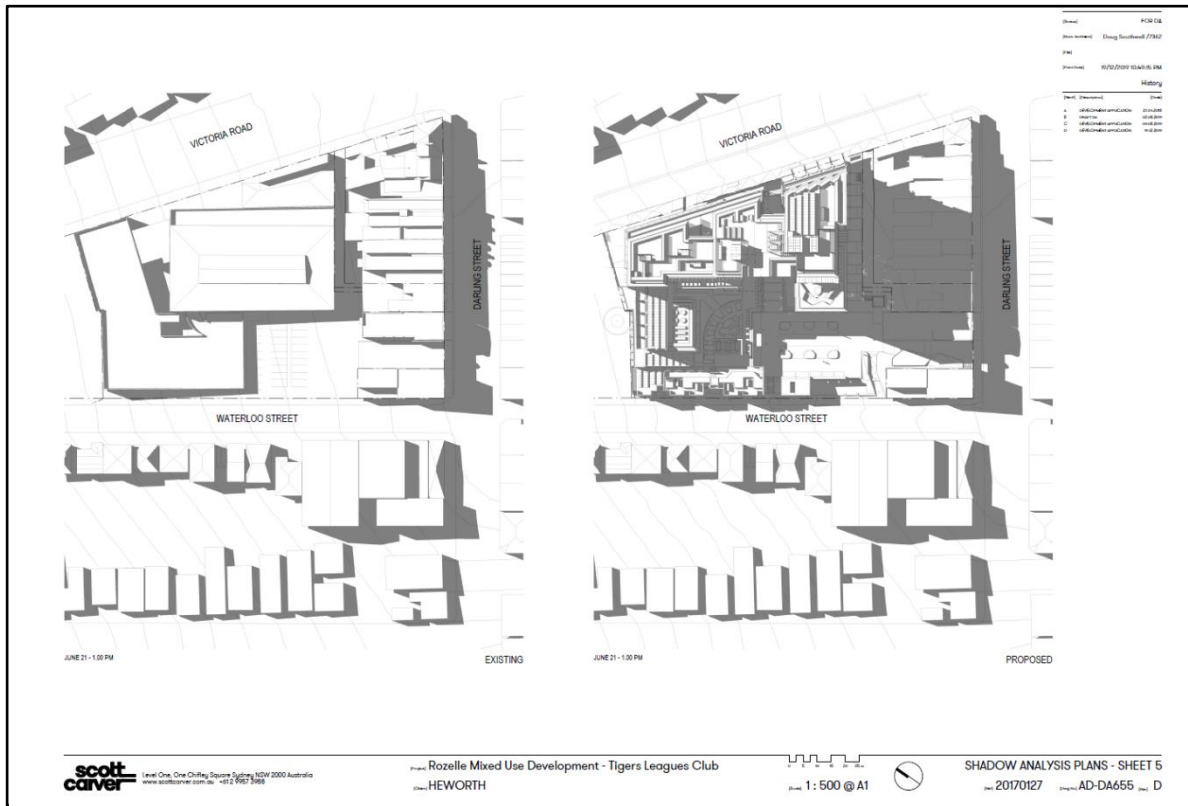


Figure 100. Proposed shadow analysis plans – sheet 5.

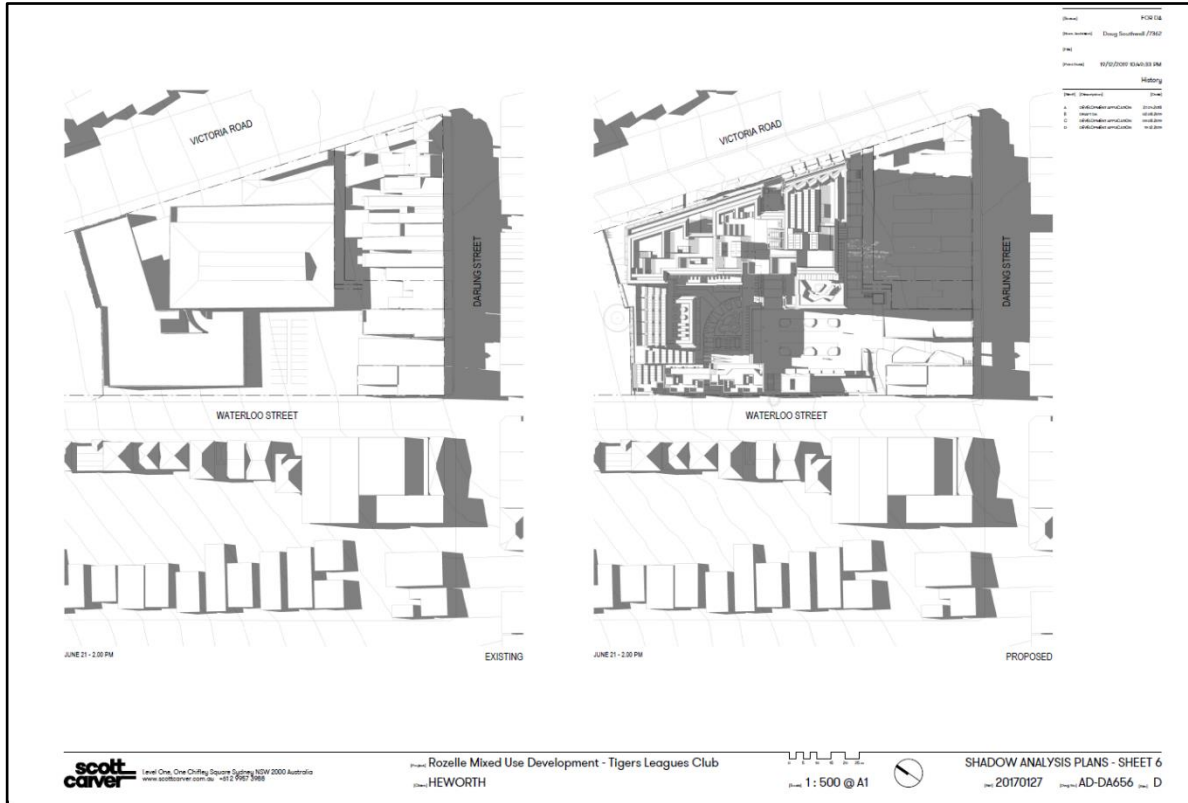


Figure 101. Proposed shadow analysis plans – sheet 6.



Figure 102. Proposed shadow analysis plans – sheet 7.

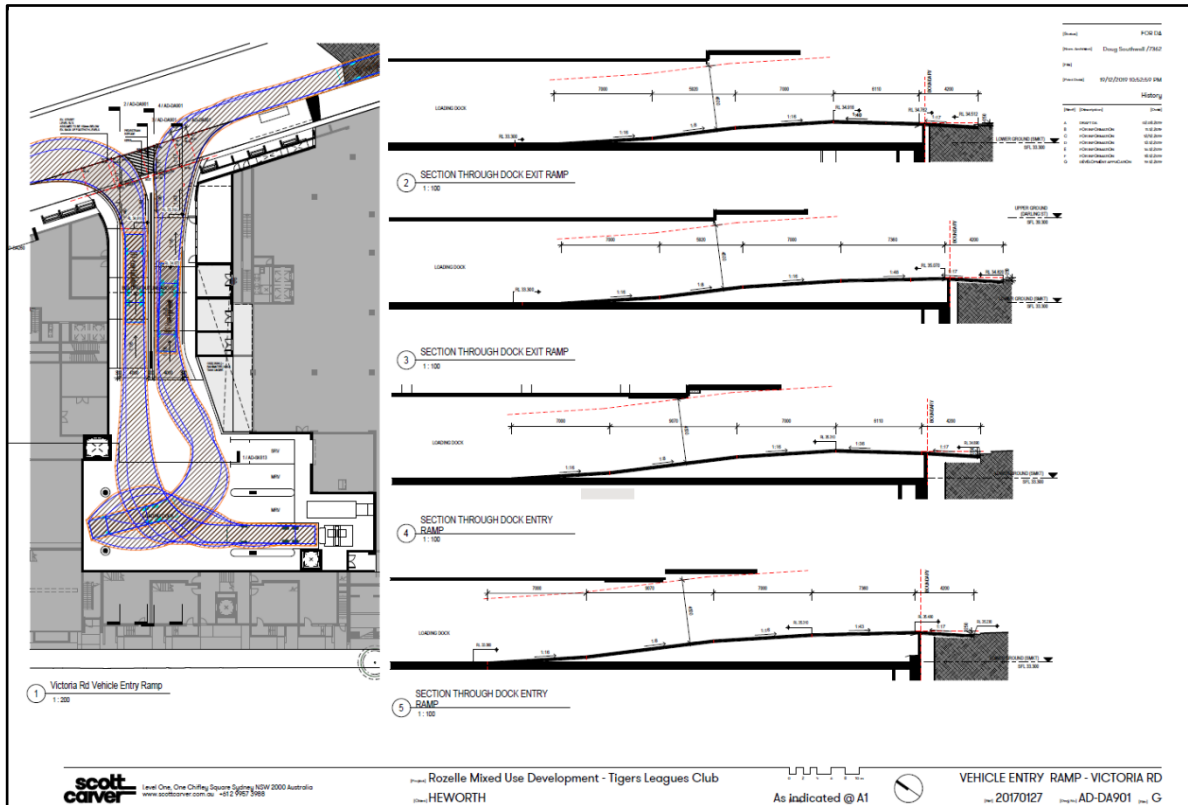


Figure 103. Proposed vehicle entry ramp – Victoria Road.

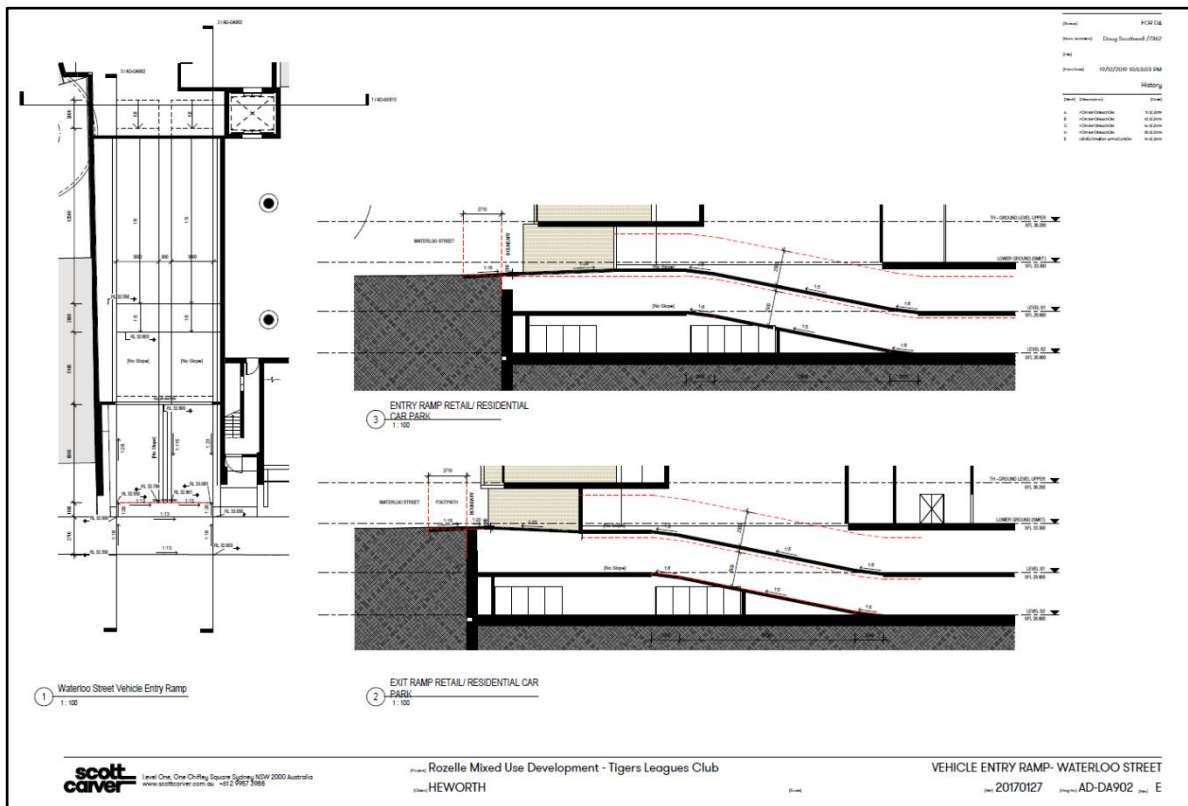


Figure 104. Proposed vehicle entry ramp – Waterloo Street.



Figure 105. Heritage Items in the vicinity.



Figure 106. Heritage View 1 – before and after perspectives.



Figure 107. Heritage View 2 – before and after perspectives.

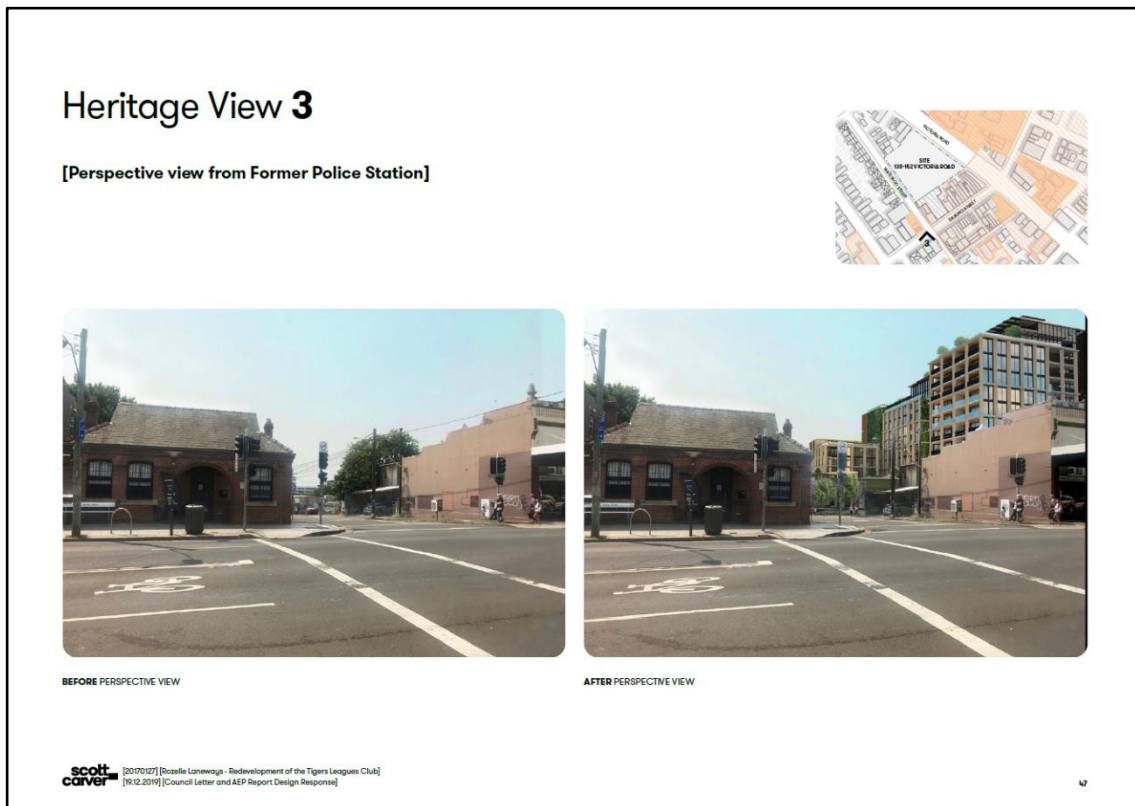


Figure 108. Heritage View 3 – before and after perspectives.



Figure 109. Heritage View 4 – before and after perspectives.



Figure 110. Proposed LG and GF GA plan – landscape.



Figure 111. Proposed L1 GA plan – landscape.



Figure 112. Proposed L5 GA plan – landscape.

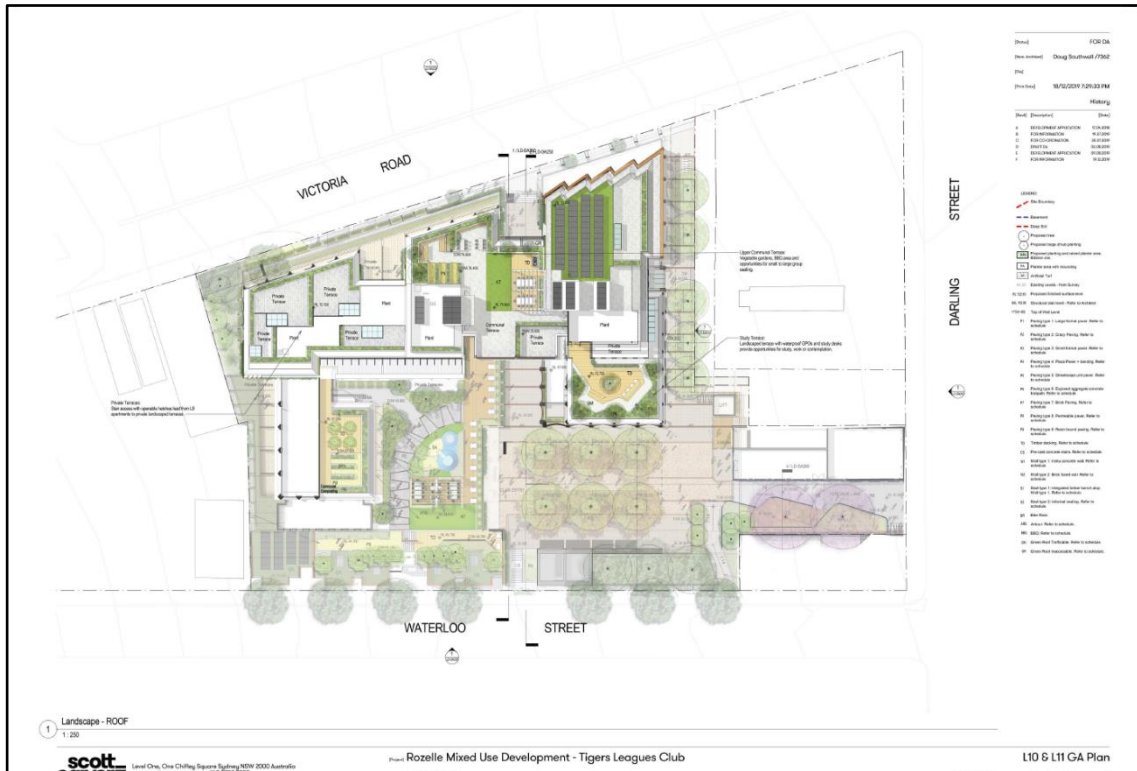


Figure 113. Proposed L10 & L11 GA plan – landscape.



Figure 114. Proposed Little Darling Lane elevation – landscape.

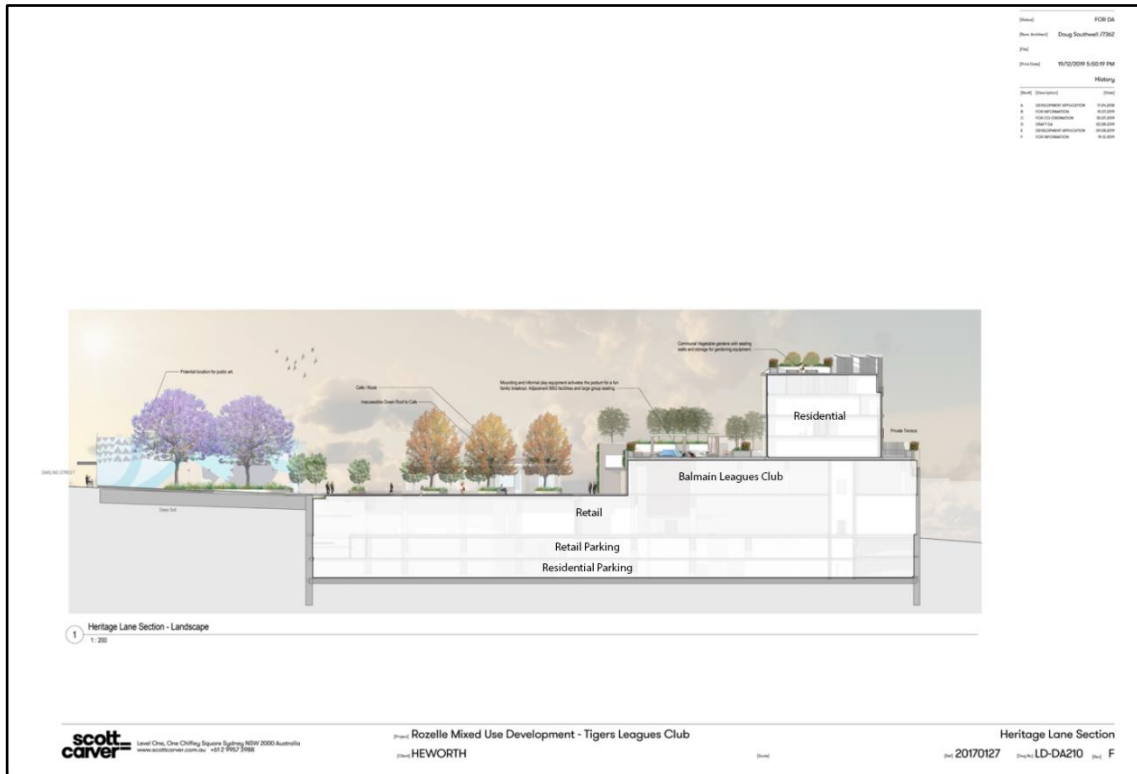


Figure 115. Proposed Heritage Lane Section – landscape.



Figure 116. Proposed Waterloo Road Elevation – landscape.

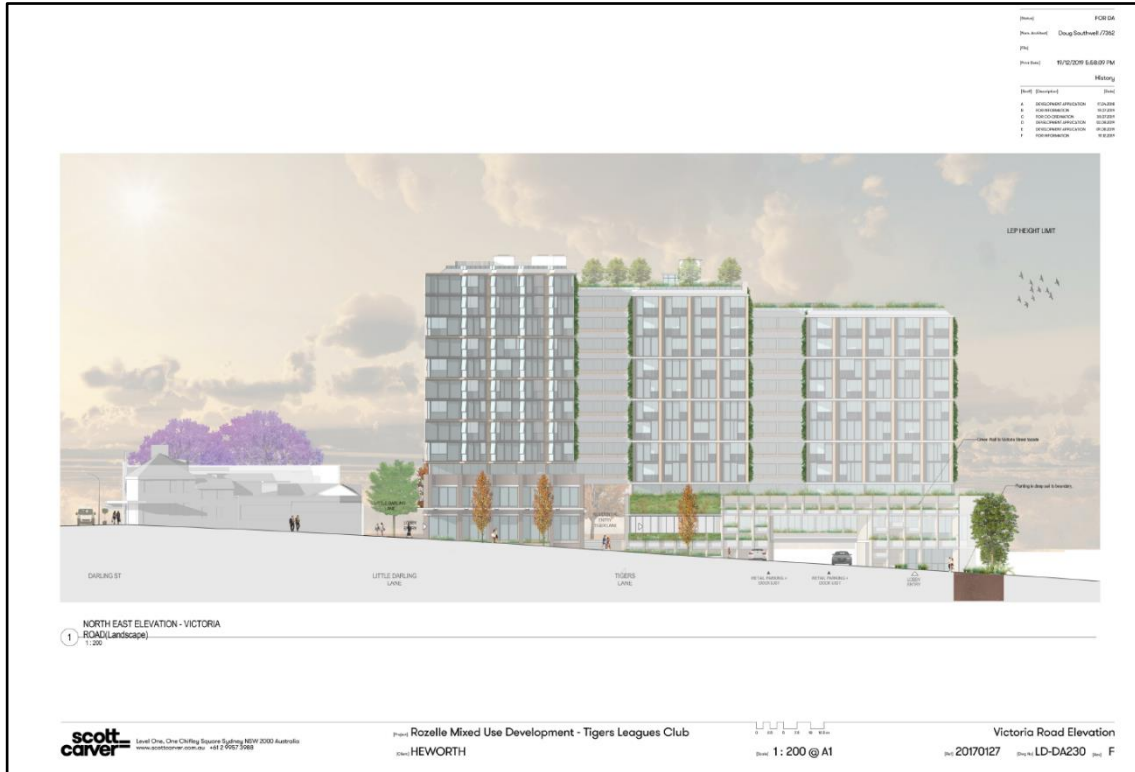


Figure 117. Proposed Victoria Road Elevation – landscape.



Figure 118. Proposed Darling Street Elevation – landscape.



Figure 119. Proposed Tiger Lane Sections– landscape.

6.0 ASSESSMENT OF HERITAGE IMPACT

6.1 Heritage Management Framework

Below we outline the heritage-related statutory and non-statutory constraints applicable to the subject site including the objectives, controls and considerations which are relevant to the proposed development as described in Section 5.0 above. These constraints and requirements form the basis of this Heritage Impact Assessment.

6.1.1 Leichhardt Local Environmental Plan 2000

The statutory heritage conservation requirements contained in Part 3 of the Local Government Area LEP 2000 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are outlined below:

(15) Objectives

(16) General Provisions for Development of Land

6.1.2 Leichhardt Development Control Plan 2000

Our assessment of heritage impact also considers the heritage-related sections of the Leichhardt Development Control Plan (LDCP) 2000 that are pertinent to the subject site and proposed development. These include:

Part A1-A9 – General Information

Part A10 – Suburb Profiles

Part B – Residential Development

Part C – Non-Residential Development

Part D – Site Specific Controls – Balmain Leagues Club Precinct

6.1.3 NSW Office of Environment & Heritage guidelines

In its guidelines for the preparation of Statements of Heritage Impact, the NSW Office of Environment & Heritage provides a list of considerations in the form of questions aiming at directing and triggering heritage impact assessments.²⁰ These are divided in sections to match the different types of proposal that may occur on a heritage item, item in a heritage conservation area or in the vicinity of heritage. Below are listed the considerations which are most relevant to the proposed development as outlined in Section 5.0 of this report.

²⁰ Ibid.

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?*

Major partial demolition (including internal elements)

- *Is the demolition essential for the heritage item to function?*
- *Are particular features of the item affected by the demolition (e.g. fireplaces in buildings)?*
- *Is the detailing of the partial demolition sympathetic to the heritage significance of the item (e.g. creating large square openings in internal walls rather than removing the wall altogether)?*
- *If the partial demolition is a result of the condition of the fabric, is it certain that the fabric cannot be repaired?*

Change of use

- *Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?*
- *Does the existing use contribute to the significance of the heritage item?*
- *Why does the use need to be changed?*
- *What changes to the fabric are required as a result of the change of use?*
- *What changes to the site are required as a result of the change of use?*

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?*
- *Why is the new development required to be adjacent to a heritage item?*
- *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 development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage 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?*

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?*
- *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?*

6.1.4 Design in Context: Guidelines for Infill Development in the Historic Environment (2005)

Our assessment of heritage impact also considers *Design in Context: Guidelines for Infill Development in the Historic Environment* document prepared by the Royal Australian Institute of Architects NSW Chapter and the Heritage Office, dated 2005. This includes assessing the proposal against the following design criteria: character, scale, form, siting, materials and colour and detailing.

6.2 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the Balmain Leagues Club Precinct, the Valley heritage conservation area and the heritage items that lie in the vicinity. This assessment is based upon the Site Investigation (refer to Section 3.0), Heritage Significance (refer to Section 4.0), the Proposal (refer to Section 5.0), a review of the Heritage Management Framework (refer to Section 6.1) and the assessment of the impact of the proposal on the relevant heritage items and heritage conservation areas situated in the vicinity of the site (refer to Section 1.3).

6.2.1 Summary

Heritage 21 is satisfied that the proposed height, scale, form, massing, materials and detailing of the revised scheme for the development would not engender a negative impact on the significance of the subject site, the locality, the Valley HCA and heritage items that lie in the vicinity. Following the adoption of the amended Development Control Plan by Inner West Council in June 2019, and subsequent revision of the design scheme by Scott Carver, the development takes into account the objectives of the amended Development Control Plan with its holistic design that includes pedestrian pathways, a community square, commercial and social spaces along with residential units that are interspaced to generate a consolidated development proposal. The proposal includes a sizeable area dedicated to the Balmain Leagues Club therefore placing considerable value upon the social association between the Club and the local community. Substantial effort has been applied to ensure that the design meets the guidelines for excellence.

Locality and streetscape characteristics have been studied at great length to ensure that the projected use of the subject site would positively impact its setting and future growth. The proximity to heritage items and the heritage conservation areas across Victoria Road, Darling and Waterloo Streets have been given due consideration. Various options for retention and adaptive reuse have been explored and the significant elements of the historic façades presenting to Darling Street will be retained to ensure that the subject development blends well the streetscape character. In retaining significant sections of the limited original fabric, the design solution intends to adaptively reuse the historic building along Darling Street (697 Darling Street) as a retail nexus, thus guaranteeing that the original use of the building is retained.

The opening of a pedestrian accessway along Darling Street and the creation of new pedestrian pathways from Victoria Road and Waterloo Streets would improve the social connectivity of the subject property and provide an important new node within the heart of the precinct. As a proposed plaza, the central node would be utilised by the local community for gathering and other communal purposes. Thus, we find that the proposed development would greatly improve the pedestrian environment, connectivity and activity within the Precinct and along the surrounding roads and retail street frontages. It is our opinion that the proposed development would positively invigorate the Rozelle Commercial Centre.

With the provision of retail and commercial use along the length of the ground floor, the proposal seeks to improve the ongoing vibrancy and viability of the Rozelle Commercial Centre. We find that the proposal would also extend the retail activity into the heart of the development which would improve the pedestrian activity and social connectivity of the community with improved permeability. Inclusion of public art and landscaping along the proposed pathways off Darling Street and Victoria Road would also positively impact the traditionally linear movements along the streetscapes, thus integrating internal and external areas for public use.

The proposed development takes into consideration the various design principles and guidelines that have been outlined in the amended DCP and would result in an appropriate building scheme that aligns with the future character and growth of the Rozelle Commercial Centre. These considerations include the appropriation of the built form to respond to the streetscape character of the surrounding locality and density. The proposal would also minimise the impact upon the amenity of the surrounding context and provide a transition from the articulated height and density along Victoria Road to the low scale properties along Darling Street and Waterloo Street. The proposed vehicle access from the Victoria Road frontage has also been redesigned in response to a letter from RMS. In response to this letter, only service vehicles would have access through Victoria Road, while all other vehicles would access the site through Waterloo Street. In addition, the originally proposed deceleration slip lane would also be removed. This change in design has also resulted in a smaller driveway width along the Victoria Road frontage which would be a better heritage outcome for the Victoria Road streetscape.

We find that the height of the southern boundary edge of Building A (12 Storeys) along Victoria Road would not create a negative impact upon the heritage conservation area due to the use of transitional building heights used along Darling and Waterloo Streets. The design has been amended to ensure that it is in the form of three vertical towers above a building base. We find that the scheme re-articulates the podium incorporating a two-three storey masonry street wall along Victoria Road in order to activate and improve pedestrian movement and public access throughout the site would result in a better heritage outcome for the neighbourhood. The design has been amended to appropriately set back the towers more than 3m from the podium level below. In addition, adequate separation has been provided between the towers to ensure reduction of visual impact. The podium level would be integrated with the Victoria Road streetscape and would respond to the existing topography of the land. The upper levels of the new development would also be stepped in form, responding to the existing topography of the land. The stepped form would also assist in reducing the perceived height of the new development.

The proposal would limit the higher forms along Victoria Road, thus enhancing the double storey scale along Darling and Waterloo streets. The building forms along Waterloo Street would be vertically articulated to reflect the pattern of residential allotment patterns. They would also step with the topography of the land. The Waterloo Street frontage would be seen as a transition between the existing residential streetscape and the new mixed-use development. This would ensure that the proposal would not negatively impact the low-density scale of the HCA in the surrounding vicinity. The double storey development along Darling and Waterloo streets is of prime importance to the scale and bulk of the proposed development as the historic character of the

residential and commercial low scale and density of the suburb would continue to be retained. By breaking up the development into smaller fine grained development along the rear streets and articulating the higher elements along Victoria Road, the proposed development would reduce the bulk and scale of the design to facilitate the need of a landmark development while also respecting the lower scaled development at the rear of the property. When viewed from Darling and Waterloo streets, the setback nature of the development would remain virtually indistinguishable thus providing a neutral impact upon the heritage items and heritage conservation areas in the vicinity.

The provision of the green wall and landscaping to the boundaries of the site, as well as throughout the site would serve to soften the visual impact of the new development on the heritage significance of the Valley HCA, heritage items in the vicinity and the locality.

The proponent has undertaken several studies to ensure that the proposed development would employ high quality finishes that are contemporary yet sympathetic to the aesthetic quality of the surrounding neighbourhood as well as the heritage conservation area and heritage items in the vicinity. The material and finishes palette have been selected to articulate and highlight the architectural features of the higher volumes as well as enhance the streetscape presentations to Victoria Road, Darling and Waterloo Streets. The use of podium level entrances, awnings with traditional profiles and the use of a variation of floor coverings interspaced with soft and hard landscaping would ensure that the public amenity of the consolidated parcel would be substantially improved. The proposal has been amended to remove the use of bronze tinted glass. The originally proposed cold brown brick has also been removed. The use of a beige and a brown brick colour which would assist in harmonising the new building with the heritage context due to compatibility of materials and a respectful acknowledgment of the important heritage buildings surrounding the development site. We find that the improved material palette and the articulation of sympathetic architectural narrative along the entire consolidated parcel would achieve design excellence as set out by the various design guidelines provided by the NSW Heritage Division. The proposed contemporary materials proposed would also reflect the new works in the immediate vicinity, ensuring that the development sits comfortably in the existing context. This would also ensure that the new development would not visually dominate the HCA and heritage items in the vicinity, but allow them to stand out.

6.2.2 Demolition

For the purpose of clarity, this section of the heritage impact assessment is divided into five sections:

- 134 – 156 Victoria Road Rozelle
- 699 Darling Street, Rozelle
- 697 Darling Street & 1 Waterloo Street, Rozelle
- 3 – 7 Waterloo Street, Rozelle

134 – 156 Victoria Road Rozelle

The proposed intends to demolish the Balmain Leagues Club building to be replaced with a multistorey development. Several examples have been considered over the years and it has been established that the demolition of the structure is the most feasible option available. It is important to note that as a building built c.1960s, and does not retain any significant architectural elements or aesthetic values. As such, the demolition of the existing structure would not engender a negative impact on the heritage significance of the locality and the subject site. Additionally, in providing the entire upper ground floor area of towers B and C to the Balmain Leagues Club, the proposed also facilitates the reestablishment of the Club within the heart of the site, thus protecting and enhancing the associational value of the place. The upper ground floor of tower A along Victoria street is also intended to be established as a commercial area, while the lower ground is intended to be a supermarket. This ensures that the entire ground floor of the subject site remains in public use, revitalizing the entire neighbourhood and ensuring a continual use of the site for many years to come.

697 Darling Street, Rozelle

The proposal sets out to alter the internal elements of the subject property, by underpinning the external walls at the front of the site and extending the rear. The building form would be retained. While it is unclear at this stage if piling rigs would be required to the rear of the property, a section of the rear would require dismantling if piling rigs were to be allowed to the rear. Various options for retention and adaptive reuse have been explored and the various significant elements of the subject property including the original façade, elements such as original cornices and ceilings roses are intended to be retained or reused. In retaining significant sections of the limited original fabric, while altering the structure, the design solution intends to adaptively reuse the structure as a retail nexus, thus guaranteeing that the original use of the structure remains. Additionally, by opening the rear façade along Little Darling Street, the proposed increases the interaction of the building to the remaining development and thus insuring a more transparent and free flowing public movement from Darling street and into the heart of the development. The potential use of interpretation panels could assist users and visitors to the site readily understanding the historical ontology of the place.

699 Darling Street & 1 Waterloo Street, Rozelle

Due consideration has been given to the property on 699 Darling Street and a detailed significance assessment of internal and external elements of the building suggest that with exception to the original parapet above the awning, the subject property has not retained any original features or fabric. The proposed intends to restore the original façade, reinstate the dilapidated awning and demolish the structure beyond the façade. The void is intended to act as the pedestrian link between Darling Street and the development where it opens into a public square. Additionally, the proposed intends to provide a modern aesthetic to the historic awning, shading pedestrian access while creating a passage of transition. The proposed intends to treat the void as a heritage walkway,

that moves from a late nineteenth – early twentieth century façade to a more contemporary public square and plaza at the heart of the new development.

3 – 7 Waterloo Street, Rozelle

The subject sites currently lie vacant due to their current use as parking lots. The proposed intends to extend the development to the edge of the precinct, while ensuring that the façade responds positively to the double storey residential character of Waterloo Street. This is guaranteed by developing the multistorey structure closer to the edge of Victoria road, and developing smaller perceived double storeyed structures towards Waterloo street and intending the use to remain. The ground floor is proposed to be fitted as a live works station. The lower work or studio level of a SOHO unit with living spaces above. The level above this space would be used as single storey residence.

6.2.3 New Infill Development

Below we assess the new development against the five design criteria of the *Design in Context: Guidelines for Infill Development in the Historic Environment* document prepared by the Royal Australian Institute of Architects NSW Chapter and the Heritage Office, dated 2005.

Character

By retaining the heritage facades along Darling Street, proposing medium rise, narrow footprint units along Waterloo Street and the larger plan footprint along Victoria Road, the new development would be sympathetic to the historic street and subdivision pattern. This finer scale ‘terrace’ grid would also be extended up each building behind these structures as well. The proposal adopts traditional building proportions along the Darling and Waterloo Streets to maintain the character of the neighbourhood. The retention of the heritage façade along Darling Street and the incorporation of a traditional awning along Victoria Street would further improve the aesthetic narrative of the historic commercial centre within Rozelle.

We find that the revised proposal would meet the intended use to suit the current streetscape character and would retain historic use of the entire precinct with added uses to improve usability and revitalise the neighbourhood. The proposed is intended to follow the DCP rationale of an intensive redevelopment of the Balmain Leagues Club, by improving the pedestrian movement through the site and opening accesses onto Little Darling Lane, while improving the quality of the existing pedestrian infrastructure. By increasing public usage on ground floor, opening Little Darling Lane and creating a pedestrian access from Darling and Waterloo Streets, the intended outcome would be achieved. The introduction of cross site connections by way of pedestrian laneways and a plaza at the heart of the development would provide a greater amenity to the public and the reintroduction of ground floor retail would revitalise the suburb. The revised proposal to provide retail and commercial uses to improve public interaction and a two-storey masonry street wall to provide a podium with shop frontage and awnings that would improve the visual and pedestrian relationship of the proposal from Victoria Road.

The Leichardt DCP 2000 makes special consideration for a multistorey development along Victoria Road with low lying development along the Darling and Waterloo Street frontages. While, we find that views and vistas from all surrounding areas of the site would be altered, we find that the medium-rise development along Victoria Road would not negatively impact views from the Heritage Conservation Area due to the use of low-lying structures in the immediate vicinity and the transitional increase in building heights towards the Victoria Road frontage. While we find that the views and vistas from the surrounding areas may be altered, the cascading form of the scheme restricts the visual impact to Victoria Road, with the heritage items and heritage conservation areas in the vicinity would be minimally impacted.

Heritage 21 is of the opinion that the increased building to building separation from the common boundaries would not have any impact upon the heritage significance of the heritage conservation area and would not negatively impact upon the long-term conservation of the items along Darling Street. We find that the previously covered Little Darling Lane would be opened up allowing the buildings on Darling street potential future dual frontage.

Scale

The proposed Balmain Leagues Club amalgamates a group of different allotments and responds to the various street frontage characteristics. Along Victoria Street, the development presents as a multistorey development. The scheme uses a spaced three tower configuration, with substantial setbacks and a variety of materials and finishes, which would reduce the visual impact of the proposed structure. From Darling and Waterloo Streets, the proposal appears as a low-lying fine-grained development, thus blending well with the surrounding scale. The scale of the surrounding neighbourhood is further respected by the introduction of various site entrances that would make the development easy to access for the general public and would be pedestrian friendly. This porosity reduces barriers that are generally associated with large scale developments.

The proposal's proximity to heritage items across Victoria Road and Waterloo Street have been given due consideration, reducing the shadows cast over these items. By ensuring that the higher structures of the development are placed along Victoria Road and two storey scaled structures along Waterloo Street, the design responds adequately to the scale of the neighbourhood and its surrounds. We find that the proponent's proposal provides a distinct but gradual relationship between building heights and the proposed uses that respect the existing land use pattern and streetscape character. By introducing an increased setback from the common boundaries of the site, we find that the introduction of a publicly accessible thoroughfare would improve cross site movements and add to the cultural vitality of the neighbourhood.

It is further noted that the design has been amended to ensure that the towers have been further set back from Victoria Road in order to reduce the visual impact on the views from the adjacent HCA and allow for a more sympathetic street frontage. In order to respond to the fine grain and narrow widths of the heritage allotments which is illustrated in the fenestration of the facades of the heritage buildings, we have used as our guide, the NSW Government Architects publication entitled 'Better Placed - An Integrated Design Policy for the Built Environment of New South Wales', 2017. We are of the opinion, that Scott carver Architects have adopted a number of design approaches in order to

mitigate the impact of the proposed new building in relation to the heritage context in which it is to be placed. The surrounding heritage context contains small buildings on small lots. This demonstrates the historical evolution of Rozelle as it developed from the 19th century onwards. The small scale is represented by numerous smaller buildings with a solid to void ratio consistent with that of 19th and early 20th century buildings. We note that the proposed new development is of a larger scale. However, the Scott Carver has incorporate articulation in the built form, façade treatment using a fine-grained mesh roughly matching that of the heritage buildings, setbacks of the towers from surrounding streets, the introduction of a podium which accords with the scale of the heritage context and sympathetic materials and colours in order to minimise the impacts.

The proposal has been amended to ensure that the residential towers are to be articulated into three distinct medium rise towers as viewed from Victoria Street (View 2). The façade treatment indicates a grid system in both the vertical and horizontal dimension. This system further addresses the transition of the larger built form down to the smaller heritage context. We are of the opinion that this fine-grained meshed grid system successfully minimises the scale and bulk impacts. Further, the residential towers are to be set back 3m from Victoria Street behind the existing heritage buildings along Victoria Street (Heritage View 3). The introduction of a podium is an approach commonly used in designs of this nature and successfully addresses the transition in scale from the heritage context to the proposed new built form. We note further that the selection of materials and colours would be compatible with that of the heritage context through the use of brickwork and render which are materials germane to the surrounding heritage context. Accordingly, Heritage 21 is of the opinion that the design has employed a range of approaches to address the transitional aspect of the proposed new built form within its heritage context.

Form

The proposal takes reference from the neighbourhood character along Darling and Waterloo Streets and emphasises the low-level streetscape character of the surrounding heritage conservation area. It would gradually increase the building density as the development moves to the Victoria Road side. We find that the three-tower configuration with linking vertical recesses would allow a large footprint that significantly reduces the bulk of the proposal as viewed from the heritage conservation area. In addition, the rhythmic breakdown of the towers into three cascading towers instead of a large single bulk would improve the visual impact of development. Further setting back the towers from all sides of the site boundary allow further reduction in the presentation of the bulk and form as viewed from the streets. In addition, activating Victoria Road with the retail and club uses to the street frontage would significantly compliment the heritage conservation area.

We find that the proposed transitional corridor from Darling Street into the plaza would provide opportunity for interpretation signage and a progression from the low-level character of the heritage conservation area into the medium height new development.

The arrangement of the proposed scheme has been deliberated to minimize any impacts to the surrounding areas. While we understand that the development would be significantly sizeable than the existing building form, it is the opinion of Heritage 21 that the development takes into

consideration the future growth of the suburb and the changing needs of the locality. The need for multistorey residential development has been addressed by placing smaller multistorey housing along Victoria Road.

Siting

We find that the gradually sloping topography of the site would allow for the visual impact from Darling and Waterloo Streets to be reduced. The sloping nature of the site also allows reduced legibility of scale from Victoria Street. The proponent's design takes its cue from the historic street and land use pattern of the surrounding neighbourhood and would align the development by appropriately responding to existing conditions. While we do agree that the development is considerably higher than its surroundings, we find that this is quite usual in built up urban areas synonymous with the CBD.

Additional pedestrian accesses from all boundaries of the site; the introduction of a public plaza at the heart of the development; the reintroduction of the Balmain Tigers Club with increased commercial opportunities; would improve public amenity and interaction, as well as the vitality of the neighbourhood, resulting in improved urban conditions. The additional pedestrian accessways would also improve visibility, making the site appear porous. With this increased usage, the introduction of additional accommodation would ensure that the precinct is populated and activated by the development.

Views would be altered from the adjacent heritage conservation area. The increase in the setback from Little Darling Lane, would reduce the visual impact. We also find that retaining one elevation along Darling street and providing a wide laneway to the heart of the development, would further reduce this impact and thus retain the historic streetscape character of the neighbourhood.

Materials and Colours

Proposed materials and colour schemes have been extensively considered and sympathetic aesthetic has been selected to improve the visibility and proposed setbacks. With reference to Materials and Colours, we note that the selected palette includes the following:

- Bronze metal cladding
- Beige masonry
- Off form concrete
- Timber like cladding
- Standing metal seam panels
- Brown masonry
- Green walls
- Clear glazing
- Charcoal metalwork
- Grey tint glass

It is our opinion that the above selection of material would be entirely compatible with that of the heritage context due to the fact that all of the above materials can be found in the surrounding heritage-built fabric. Together with the scale minimising approach, we find that the colours and

materials selection palate would facilitate a comfortable integration of the new building within its heritage context. The revised scheme introduces a masonry street wall along low-lying segments of the allotment, extended down Victoria Road and Darling Lane and a Green Wall that would improve the visual connection of the new development when viewed from the surrounding areas, heritage items in the vicinity and the streetscape character of the locality. Limiting fenestrations and improving visual aesthetic with the use of rhythms and proportions of surrounding buildings, we find that the proposed development would improve the existing urban character of the Rozelle Commercial Centre.

The material and finishes palette have been selected to articulate and highlight the architectural features of the higher volumes as well as enhance the streetscape presentations to Victoria Road, Darling and Waterloo Streets. The proposal has been amended to remove the use of bronze tinted glass. The originally proposed cold brown brick has also been replaced with a beige and a brown brick colour which would assist in harmonising the new building with the heritage context due to compatibility of materials and a respectful acknowledgment of the important heritage buildings surrounding the development site. We find that the improved material palette and the articulation of sympathetic architectural narrative along the entire consolidated parcel would achieve design excellence as set out by the various design guidelines provided by the NSW Heritage Council. The proposed contemporary materials proposed would also reflect the new works in the immediate vicinity, ensuring that the development sits comfortably in the existing context. This would also ensure that the new development would not visually dominate the HCA and heritage items in the vicinity, but allow them to stand out.

Detailing

The detailing of the existing buildings around the site have been considered during the initial massing of the proposed development. We find at this stage, that the development pays homage to the surrounding streetscape character and locality. The proposed development meets the criteria of design excellence and would ensure that all further detailing would be of a high aesthetic and physical standard keeping in line the desired future outcomes for the suburb.

Further detailing would ensure that the surrounding streetscapes and building details would be taken into account prior to finalisation of the design.

6.2.4 Perspectives Views

As part of the Development Application and in order to comply with the Leichhardt DCP 2000, before and after perspective views have been prepared. Views 2 and 3 have also been amended in response to Council's comments. View 2 has been amended to show the podium level to Victoria Road accurately. In addition, View 3 has also been amended to show the former Police Station in its entirety.

Heritage View 1 is a perspective view from the Former Mechanics Institute while Heritage View 2 is a perspective view from the York Buildings. Both of these heritage-listed sites are located east of the proposed development site. As heritage architects, it is our role to consider the impacts of the

development on the surrounding heritage buildings and thus, we have considered both the ‘before’ perspective view and the ‘after’ perspective views’. It is our opinion, that there would not be a negative impact generated by the proposed development in relation to the heritage perspective Views 1 and 2 taken from the heritage York Buildings and the Former Mechanics Institute. The reason for this is that the scale of the development although different to that of the existing heritage context has employed various approaches as discussed above in order to successfully scale down the proposed development into its fine-grained heritage context.

It is necessary for us to factor the scale differentiation into an assessment of impacts in line with current LEP and DCP objectives. Scott Carver architects have employed a fragmentation approach to the facades in order to reduce the scale of the new development in line with that of the heritage context. This transitioning approach is necessary given the scale differentiation.

It is our opinion, that deliberate efforts have been made by the design team to fragment the presentation of the building mass into smaller geometric units which roughly respond to the scale of the surrounding heritage buildings. This can be seen in the façade treatments and the perspective views which show a façade geometry that contains openings close in scale to that of the heritage buildings. We are therefore satisfied that the façade diminution approach has been successfully employed in the design of the proposed new building.

In Heritage Views 3 and 4, we see a larger building compared to the buildings in the heritage context. Notwithstanding, we believe that the compartmentalisation of the façade into smaller units roughly equates with the scale of windows in the heritage buildings. This approach has in our view, has been successfully employed in order to reduce the mass and bulk of the new structure which adequately breaks up the massing within the heritage context. In addition, the incorporation of a sympathetic materials palette and muted colour scheme would allow the new development to blend into the existing context and allow the heritage items to stand out. In Heritage View 3, the new buildings would be set back behind the heritage facades which also assists in the reduction of the overall scale and massing impacts.

7.0 CONCLUSION & RECOMMENDATIONS

7.1 Impact Summary

The NSW Office of Environment & Heritage's guidelines require the following aspects of the proposal to be summarised.²¹

In following the Leichhardt DCP, particularly Part D – Site Specific Controls for the Balmain Leagues Club Precinct, the proposed intends to improve and facilitate the revitalization of the subject site and its surrounds. In introducing an expanded walkway into the heart of the project from Darling Street into a public square, opening Little Darling Street, and reinstating the original shop top housing along Waterloo street, the proposed celebrates the contributory features of its location. The entire development, albeit higher than the surrounding areas, plays to the advantage of being on a major thoroughfare by moving its mass closer to the edge of Victoria Road. Indeed, for the Balmain Leagues Club Precinct to once again become the central feature of its neighbourhood, a new contemporary vocabulary is required, on which the proposed fulfils. The improvement that the redevelopment achieves for the entire neighbourhood ensures that the historical commercial neighbourhood of Rozelle moves into the current times and trends, which is much needed for any centre that its developing to fulfil modern requirements.

7.1.1 Aspects of the proposal which respect or enhance heritage significance

In our view, the following aspects of the proposal would respect the heritage significance of the subject site, the Valley heritage conservation area and heritage items in the vicinity:

- The retention of the original facades of properties on Darling Street;
- The adaptive reuse of the property 697 Darling Street for its continued use;
- Facilitating a pedestrian access and public walkway through 699 Darling Street and 1 Waterloo Street onto the heart of the development;
- The introduction of a public square within the development and increasing the pedestrian access to the site from all four roads – Victoria Road; Darling Street; Little Darling street and Waterloo Street. Additionally, a fifth pedestrian access from the newly developed Tigers Street is also proposed; and
- The reinstatement of the Balmain Leagues Club at the site, thus retaining the associational value of the precinct.
- The design has been amended to incorporate sympathetic setbacks, appropriate form, stepping down towards the Waterloo and Darling Streets streetscape.

²¹ NSW Office of Environment and Heritage, 'Statements of Heritage Impact' (Heritage Office and Department of Urban Affairs & Planning, 1996), <http://www.environment.nsw.gov.au/resources/heritagebranch/heritage/hmstatementsofhi.pdf>.

- The materiality of the development would ensure that the new development would be sympathetic to heritage items in the vicinity, while also referencing more contemporary developments in the immediate vicinity; and
- Significant view lines between heritage item in the vicinity would not be detrimentally impacted as a result of the new development.

7.1.2 Aspects of the proposal which could have detrimental impact on heritage significance

The redevelopment of the Balmain leagues Club has been a project of deliberation and consternation over the past decade. In its close proximity to a heritage conservation area, several heritage items and a low rise neighbourhood, the scale and massing of the project has been relatively contentious. These are, however, obstacles that are pertinent to any heritage area or item that are overrun with growth, rapid population increase and the stresses of urban development. The proposed has intended to ensure that it respects the historical significance of the location, while ensuring that the entire site can be an instigator for the revitalization of the neighbourhood. Additionally, recommendations are provided in Section 7.2 below as supplementary mitigation measures to further limit heritage impact.

7.2 General Conclusion

The Balmain Leagues Club Precinct, including the various properties that lies within the site have been vacant for a considerable period of time and are currently in various states of disrepair. Although the entire precinct lies in close proximity to various heritage items as well as the Valley Conservation Area, the redevelopment of the precinct to accommodate a mixed use multistorey complex of buildings has been acknowledged by Council in its outline for Site Specific Controls. The proposed intends to fulfil all the various setbacks, heritage provisions set out by council, while considerably improving the pedestrian access, neighbourhood quality and sense of place for the precinct. It intends to reinstate the Balmain Leagues Club at the site while also improving the transparency and movement through the entire development.

Where the reinstatement of the original heritage facades on Darling Street and the improvement of pedestrian access across the entire precinct create vital cross movements and fluidity to the commercial neighbourhood that are reminiscent of historic public squares and plazas, the scale of the subject building in a low-rise area cannot be ignored. It is indeed, safe to say, where the positive improvements to the precinct in its vitality, pedestrian movement and access, its association value may be considered, the negative impact of its scale in this suburb of Rozelle may be measured as reasonable. Therefore, in its impact to the heritage items and the heritage conservation area in the vicinity, we assess the building to have a neutral impact.

To ensure maximum conservation of significance of the subject site, heritage conservation area and heritage items in the vicinity, Heritage 21 recommends the following mitigation measures:

7.2.1 Photographic Archival Recording

A Photographic Archival Recording (PAR) should be prepared by a suitably qualified Heritage Consultant prior to any development being carried out on the site.

The report must consist of an archival standard photographic record of the site and buildings externally including the existing character of the streetscape and the views to and from the subject site and heritage items in the vicinity, exteriors and interiors, and general views to and from the site.

The recording shall be undertaken in accordance with the guidelines for Photographic Recording of Heritage Items Using Film or Digital Capture (2006) prepared by the NSW Office of Environment & Heritage and copies should be retained in Council's Archives and Local Studies collection.

7.2.2 Schedule of Conservation Works

A Schedule of Conservation Works is recommended to be prepared prior to the commencement of works. This report should be carried out by a suitably qualified Heritage Consultant guiding works to be undertaken to significant fabric and elements associated with the properties located at 697 and 699 Darling Street, Rozelle.

7.2.3 Salvage Schedule

A Salvage Schedule is recommended to be written prior to the commencement of works to the properties located at 697 and 699 Darling Street Rozelle. This report should be carried out by a suitably qualified Heritage Consultant and should indicate the remaining significant heritage fabric present within these buildings. The information produced from this report should inform the reuse and reinterpretation of this significant fabric.

7.2.4 Interpretation Strategy and/or Plan

An Interpretation Strategy or Plan should be prepared by a suitably qualified heritage professional. This would identify key users of the site, develop themes and key messages for the identified audience, and propose options for communication of heritage values to visitors and users of the site. This may be in the form of graphic display, art installations, design features or other interpretive media. The focus of this exercise is not for passive historical instruction but for interactive engagement between a site and the community.

7.2.5 Temporary Protection Plan

Prior to the commencement of any significant building work in the vicinity of the properties located at 697 and 699 Darling Street, including demolition, excavation and construction, a temporary protection plan is to be prepared by both a structural engineer and a suitably qualified heritage architect to ensure that adequate protection measures are employed.

7.2.6 Tradespersons

It is recommended that all work to 697 and 699 Darling Street be carried out by suitably qualified conservation professionals and tradespeople with relevant qualifications and proven experience with heritage buildings. If the appointment of individual tradespersons or companies changes during the conservation works, any subsequent appointments should rely on the same basis.

7.2.7 Heritage Architect

A suitably qualified Heritage Architect should be engaged to periodically monitor the works on site, give necessary advice and sign off upon conclusion.

8.0 SOURCES

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