

# STATEMENT OF HERITAGE IMPACT

Proposed development at

**3 William Street**

**Fairfield**



Job No. 8842

July 2020

**Heritage21**  
CULTURAL BUILT HERITAGE IN THE 21ST CENTURY

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**Cover page:** Subject site at 3 William Street, Fairfield, looking to front façade. (Source: Heritage 21, 10.07.18)

Issue	Description	Date	Written by	Reviewed by	Issued by
1	Draft report (D1) issued for comment. Job no. 8192.	270718	MN	PR	MN
2	Report Issued (RI). Job no. 8192.	020818	MN	PR	MN
3	Report issued (RI2). Job no. 8192	060818	MN	PR	MN
4	Report issued (RI3). Job no. 8192	070818	MN	PR	PR
5	Report issued (RI4). Job no. 8192	090818	MN	PR	PR
6	Draft issued (D2) for comment. Job no. 8450	170419	MN / AK	PR	MN
7	Report issued (RI5). Job no. 8450.	180419	MN / AK	-	MN
8	Draft issued (D3) for comment. Job no. 8638	181219	SS/NF	NF	SS
9	Draft issued (D4) for comment. Job no. 8638	21012020	SS	PR/NF	SS
10	Report issued (RI6). Job 8638	28012020	SS	-	SS
11	Draft issued (D5) for comment. Job 8842	29062020	SS	NF/PR	SS
12	Draft issued (D6) for comment. Job 8842	30062020	SS	-	SS
13	Report issued (RI7). Job 8842	16072020	SS	-	SS

## 1.0 INTRODUCTION

### 1.1 Background

This Statement of Heritage Impact ('SOHI' or 'report') has been prepared on behalf of Mode Design who have been engaged by the owner of the site to submit a development application for a new development at the site, 3 William Street, Fairfield. In August 2018, April 2019 and January 2020, Heritage 21 prepared a Statement of Heritage Impact in support of Development Application 413.1/2018. This report is an amendment to the original Statement of Heritage Impact to include an amended scheme for the proposal, in response to concerns raised by Fairfield Council in an email dated 20 April 2020 and a meeting held on 1 May 2020 regarding the proposal, currently under determination with Council.

In addition, this report relies upon Clause 5.10.10 of the LEP in conjunction with Clause 4.6 of the LEP to justify an exceedance of building height from the permissible height of 9 metres to approximately 10m at parapet level and 11m for the lift overrun. A cost plan '*Cost Plan No.4 (Heritage Conservation Works)*' has been prepared by Blue Stone Management for the proposed development dated 26 June 2020. This cost plan indicates that the minimum conservation works to the heritage item – in accordance with the Schedule of Conservation Works prepared by Heritage 21 dated July 2020 – would total at \$468,193. The exceedance of the maximum permissible building height for the site is therefore requested on the basis of the significant cost of the minimum conservation works which would be required to restore the heritage item to an appropriate condition.

This report also takes into consideration the Schedule of Conservation Works by Heritage 21, dated July 2020, as well as the Conservation Management Plan by Perumal Murphy Alessi, dated January 2020.

### 1.2 Site Identification

The site at 3 William Street, Fairfield comprises two lots (Lot 3 Section 2 DP 3035, and Lot 1 DP 308061) and is situated on the eastern side of William Street, between Harris Street to the north and Hamilton Road to the south. The site is bounded by Harris Lane to the rear. The allotment is situated within the boundaries of the Fairfield City Council Local Government Area.

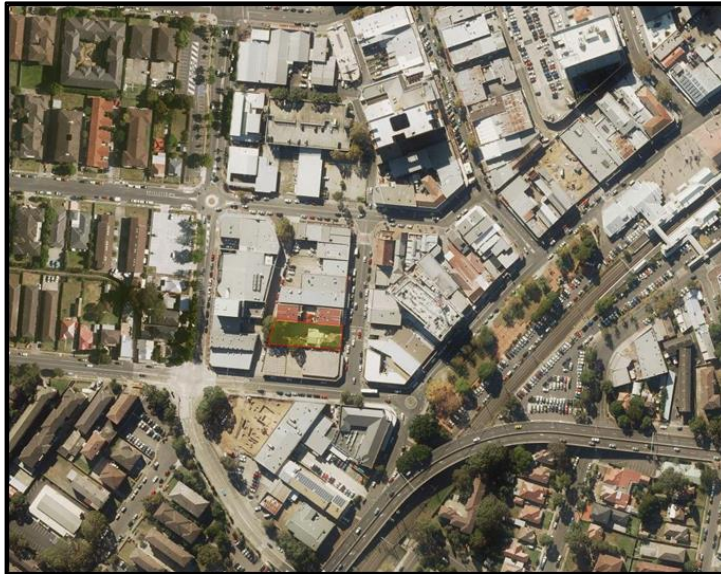


Figure 1. Aerial view of subject site outlined in red and shaded in yellow.<sup>1</sup>

### 1.3 Heritage Status

The site is listed as an item of environmental heritage of local significance in the Fairfield Local Environmental Plan (FLEP) 2013, heritage item No. I66. However, it is **not** listed on the NSW State Heritage Register, the National Heritage List, the Commonwealth Heritage List, the National Trust Register (NSW), or the former Register of the National Estate.<sup>2</sup>

As depicted in Figure 2 below, the site is not situated within the boundaries of a Heritage Conservation Area.

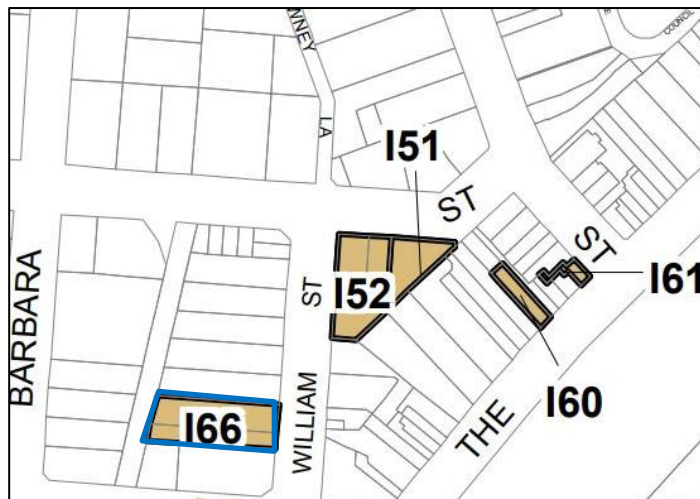


Figure 2. Excerpt from heritage map HER\_020 showing the location of the subject site, outlined in blue and heritage items in the vicinity shaded in brown.<sup>3</sup>

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

<sup>2</sup> 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.

<sup>3</sup> Fairfield Council, 'Fairfield Local Environmental Plan', 2013, <https://www.legislation.nsw.gov.au/#/view/EPL/2013/213/maps#HER>

The following heritage items, noted on the Fairfield Local Environmental Plan 2013 Heritage Map in Figure 2 above, are situated in the vicinity of the site.

Listed Site/HCA	Address	Level of Significance	Item Number
Uniting Church and Hall	21-25 Harris Street, Fairfield	Local (LEP)	I52
School of Arts	19 Harris Street, Fairfield	Local (LEP)	I51

The proposed development of the site is not located within the visual catchment of heritage items listed above and neither is it considered to be sufficiently proximate to those places to warrant discussion in the Heritage Impact Assessment contained in Section 6.2 of this SOHI.

#### 1.4 Purpose

The subject site is a heritage item listed under Schedule 5 of the FLEP. Sections 5.10(4) and 5.10(5) of the FLEP require Fairfield 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 item and, also, to assess the extent (whether negative, neutral or positive) to which the proposal would impact the heritage significance of that heritage item. This assessment is carried out in Section 6.2 below.

The applicant also seeks to rely on certain conservation incentives provided for under clause 5.10(10) of the FLEP. This Statement of Heritage Impact also addresses the requirements of that clause.

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

This Statement of Heritage Impact should be read in conjunction with the Schedule of Conservation Works prepared by Heritage 21 in July 2020.

#### 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 Shikha Swaroop and Nastaran Forouzesh and overseen by Paul Rappoport, 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.

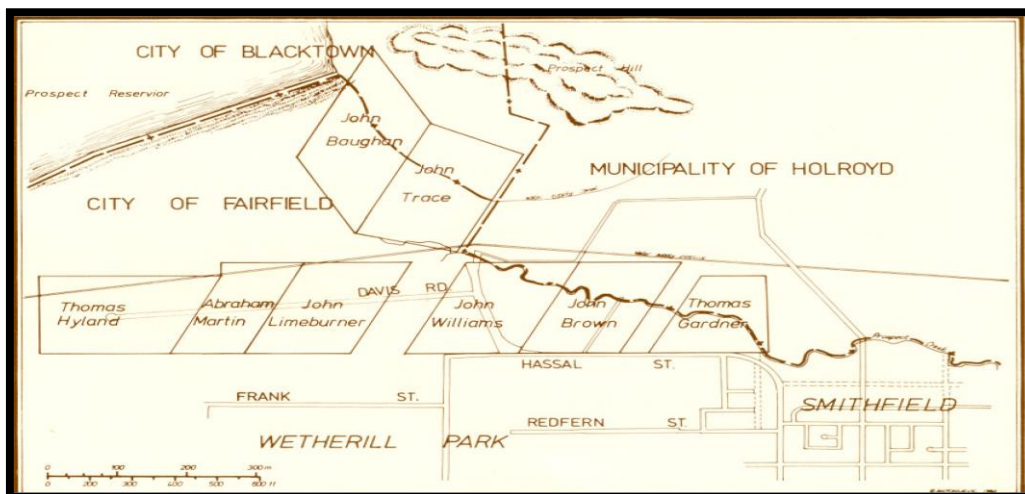


## 2.0 HISTORICAL CONTEXT

### 2.1 General Historical Development

The suburb is said to have received its name after the Fairfield Estate in Somerset, England. In 1840, Captain John Horsley bought a property in the area which he called Fairfield Estate. In 1850s the New South Wales Treasurer, Thomas Ware built Fairfield House and the name was given to the station when it was opened near the Homestead in 1856.

Fairfield was probably first seen by the Europeans when Watkin Tench, officer of marines and a climber. The area where Fairfield now stands was first seen by the white man on 27 April 1788. During the next two years some explorations of the Fairfield district took place, but although the present site of the township was undoubtedly traversed, the first settlements in the district were made near the site of present Quarry on the south side of Prospect Hill. The property that gave Fairfield its name was originally owned by Gabriel Louis Marie Houn de Kerrileau. Fleeing from France during the French Revolution, he enlisted in the New South Wales Corps and arrived in the colony in 1793. In 1807 Houn de Kerrileau received a grant of 100 acres in the centre of present Fairfield which he called Castel Paul. Horsley bought this property in 1840 and renamed the property as Fairfield Estate, after the family estate in Somerset. Later Thomas Ware bought a part of Fairfield and in 1860s built the mansion, Fairfield House.



**Figure 3.** The grants awarded by Governor Phillip at the foot of Prospect Hill in the area destined to become part of Fairfield city.<sup>4</sup>

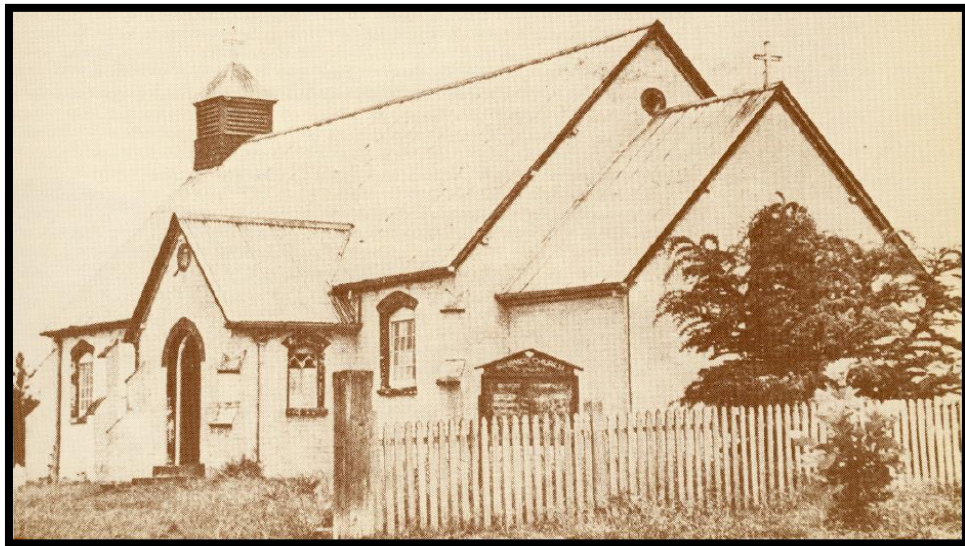
In June 1791, fourteen settlers were granted land in this area. Two of these grants; nos.32 and 29 owned respectively by John Williams and John Brown were situated on the south side of the creek. When Governor Hunter left Port Jackson in March 1791, the Settlement was rapidly developing under the well-considered government of Phillip; when he returned in September 1795, he found

<sup>4</sup> George, V, *Fairfield – A History Of The District*, 1982.)



the settlement verging into chaos. The report of settlers in the district, as given by Rev. Samuel Marsden on 2 March 1798, states:

*"This district was originally settled by Governor Phillip; there were no less than twenty grants of land given by him. All those persons Governor Phillip indulged in the farm 'tis well known were selected as men of general good character, none by ye industrious and sober were allowed to become farmers: thy also received similar indulgence with ye other districts from Governor Phillip. At ye time he left ye colony the settlers in every district were doing well and supporting themselves and their families, but upon his leaving ye settlement a material change soon took place in their circumstances. Those misfortunes were first occasioned by ye introduction of spirits and traffic amongst themselves. Out of the twenty settlers who had grants of land originally given them by Governor Phillip in this district only six now remain; the rest have either sold or rented their lands from total inability to carry on their cultivation. The ground in this district is in general very rich and fertile, so that their ruined and embarrassed circumstance cannot be attributed to the barrenness of the soil. Amongst the present farmers and landlords of the district, ten of them had no seed for their ground with this season when we convened ye meeting. From this circumstance there is little reason to hope that they will be in a better state ye next year than what they are this".*



**Figure 4.** St. James' Anglican Church, Smithfield. Designed by Alfred Cook, 1857<sup>5</sup>.

In 1803, Governor King's land grant of 12,300 acres for the Orphan Institution extended in the area of Fairfield, and it was commemorated by the Orphan School Creek. The land was let out in parts and the money it generated, went towards the support of the institution. Gradually the district developed. The main settlements were at first in the Smithfield area and for many years it was the most densely populated part of the district. By 1 August 1804, 9345 acres of farmland had been granted in the district. One of the old houses still standing in the district is 'Woodlands' situated near Smithfield. Many of the early Church of England services were held here.

<sup>5</sup> George, V, *Fairfield – A History Of The District*, 1982.

The first religious services were organised by William Webb, John Watts, Samuel Critchley, Charles Cook, and others of the first purchasers of the land in Smithfield who belonged to the Baptist persuasion. St. James' Church of England, Smithfield was built in the year 1867, in the parish of St. John's, Parramatta. The first Christ Church of England was built on a land donated by Mr. Henry Whitaker. It was opened for Public Worship on 5 September 1884. The first Methodist Church was built in 1886. The first National School was erected in Smithfield in 1850. Before there was any post office building in Fairfield, the mail was handled by the railway station master. Mr. Roy Wheatley, who took over the post office later, erected a building and conducted the post office there. In 1895, Symons Bros Pty Ltd began to manufacture roof tiles in Fairfield, taking advantage of the district's good quality clay. The district was proclaimed in 1888, under the name of Municipality of Smithfield and Fairfield, but on 24 February 1920, Smithfield was dropped, and the title was changed to Municipality of Fairfield.



**Figure 5.** Fairfield Station shortly after the railway line duplication in 1893. To the left is the scrub of Dales Paddock while to the right, the thick timber covers an area which is now the commercial centre of Fairfield.<sup>6</sup>

Fairfield railway station opened in 1856 and is one of the oldest in the state. With the coming of railway and the development of Municipality, the Fairfield area gradually increased in population and importance, finally becoming the main centre. A private railway line laid by the Sydney and Suburban Blue Metal Company began running in 1924 from Widemere Quarry on Prospect Hill to Fairfield goods yard. It remained in use until 1945. The route followed Horsley Drive, named in honour of the district pioneer.

## 2.2 Specific Historical Development of Subject Site

The site formed part of the original land grant made to Gabriel Louis Marie Huon de Kerilleau in 1810. It is unknown when Kerilleau subdivided the land, but archival documents indicate that in October 1911, the lot was passed from Joseph and George Stimson and John Kingsbury to Arthur Stimson and again in December 1911 from Arthur Stimson to John Neala Taylor.

<sup>6</sup> George, V, *Fairfield – A History of The District*, 1982



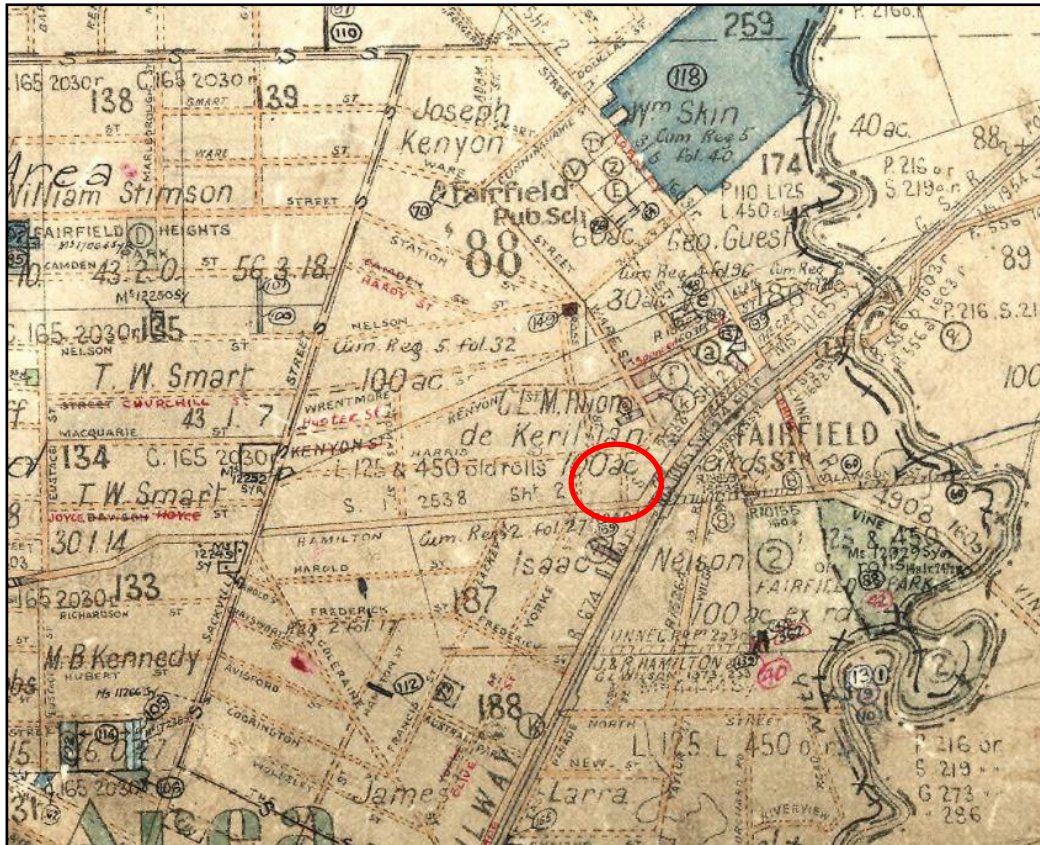


Figure 6. 1887 Parish Map, showing the approximate location of the site (indicated by red circle); part of the original grant to Gabriel Louis Marie Huon de Kerrilleau<sup>7</sup>

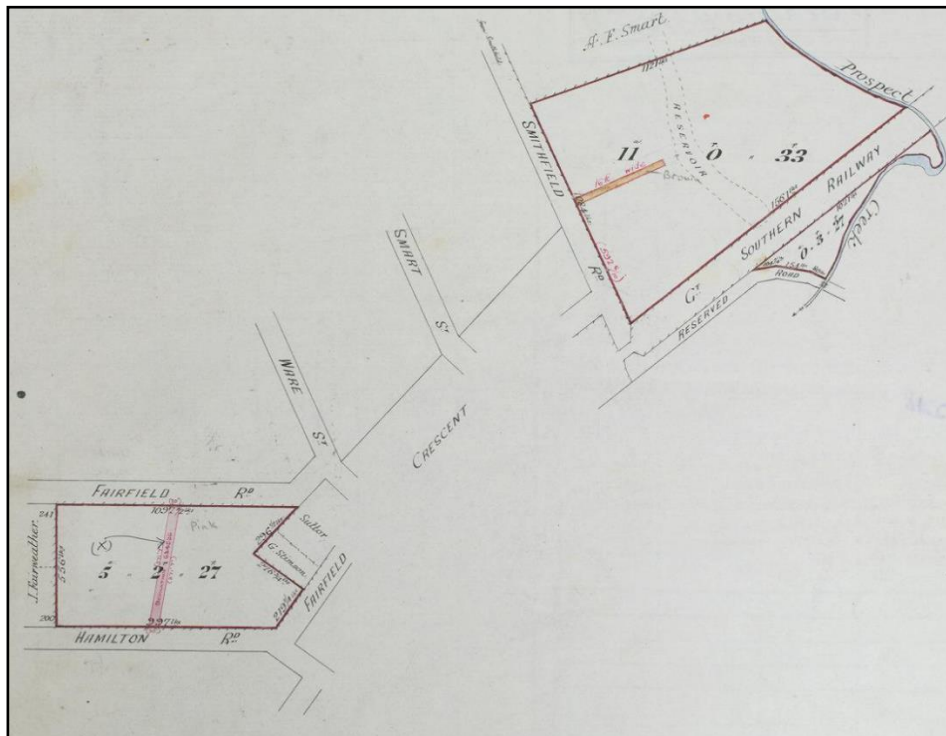


Figure 7. 1887 Certificate of Title plan, with the arrow indicating the approximate location of the subject site.<sup>8</sup>

<sup>7</sup> Historical Lands Records Viewer, 1909 Blackheath Parish Map

<sup>8</sup> CT Vol 828 Fol 244

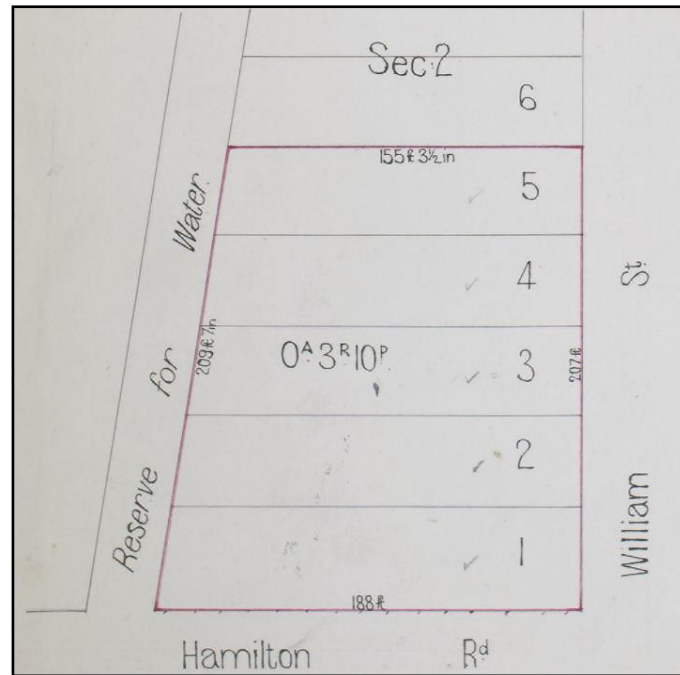


Figure 8. October 1911 Certificate of Title plan<sup>9</sup>

The Fairfield Volunteer Brigade was formed in 1920 and when Fairfield became incorporated into the Sydney Fire District for the first time in 1924. Originally land was leased from Mr. J.R. Ferguson, and a temporary station was constructed elsewhere known as Saxton Simplex. This initial portable building was used by the Fairfield Brigade for two years, until, the Board of Fire Commissioners began inspecting vacant land to purchase as the location for a new station. From a number of pre-selected lots, the subject site was selected and purchased in 1923. Initially, the Board of Fire Commissioners planned to move Saxton Simplex to this new lot, however, after further deliberation it was unanimously agreed that a new purpose-built station would be established.



Figure 9. 1924 news about Fairfield New Fire Station<sup>10</sup>

<sup>9</sup> CT Vol 2189 Fol 155

<sup>10</sup> The Cumberland Argus and Fruitgrowers Advocate, Saturday 19 April pp. 11





Figure 10. 1924 article in The Cumberland Argus and Fruitgrowers Advocate about a new fire station in Fairfield<sup>11</sup>

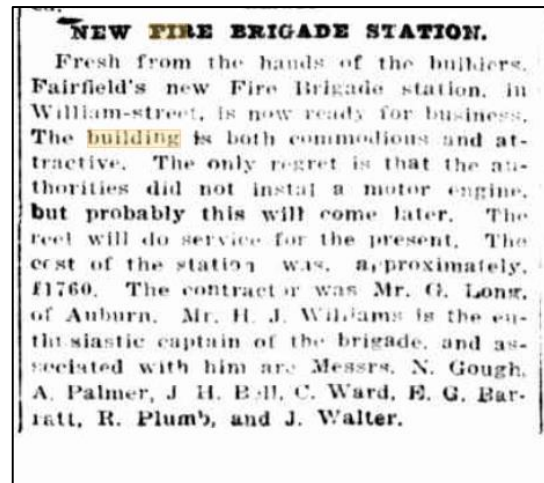


Figure 11. 1925 article in The Cumberland Argus and Fruitgrowers Advocate New Fire Brigade Station about the fire brigade station in Fairfield.<sup>12</sup>

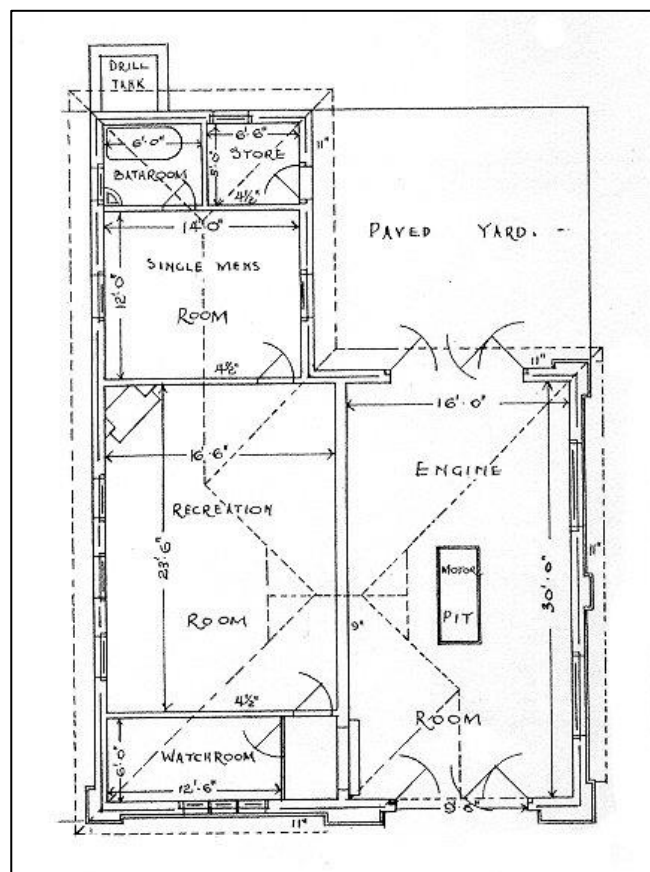


Figure 12. Floor Plan of the Fire Station designed by W. McNiven<sup>13</sup>

<sup>11</sup> The Cumberland Argus and Fruitgrowers Advocate, Friday 12 December pp. 7

<sup>12</sup> The Cumberland Argus and Fruitgrowers Advocate, 16 January, pp. 7

<sup>13</sup> Office of Environment and Heritage, NSW

The new station, designed by W. McNiven, the Board's in-house Architect was opened in January 1925. The station was built by G. Long and cost 1328 pounds (\$2656).<sup>14</sup> Newspaper article 'New Fire Station' which notes that the brick building had been erected and was to be opened on 3 January 1925. The site cost £400 and the building costs were £1700. The intention was to have one permanent man on duty and also to install a 'motor engine'. Captain Williams became the first officer in charge<sup>15</sup>, however, the first permanent staff were not appointed until 1959.<sup>16</sup>

The Board appointed W. McNiven as the first in-house Architect in 1923, after it severed its connection with the Architects Spain and Cosh as an economy measure. Bill McNiven first joined the MFB as a probationary fireman in 1900, rising to Station Officer at Balmain. His training as a carpenter saw him appointed Clerk of Works in 1916, and in 1918 upgraded to Officer-in-Charge of Construction. In 1923 he became registered as an architect under the Architects Act (1923).<sup>17</sup>

He designed most new fire stations in NSW between 1923 -1928, the majority being in country towns. His designs were very much in the traditional lay-out adopted by Spain and Cosh, or in this case loosely based on the 1908 Government Architect station at Penrith (now demolished). This small-scale station is similar to his 1924 Harbord Fire Station design (now a Baby Health Centre) and reportedly several country stations e.g., Tenterfield, Glen Innes, Coolamon and Temora. By the late 20th century it was the only active station in the Sydney area of this design.<sup>18</sup>



Figure 13. Early elevation of Fairfield Fire Station<sup>19</sup>.

Archival evidence indicates that the building retained its L-shaped plan until 1988 when additions were proposed. However, these alterations were not realised instead an alternate rear extension was executed in the late 1980s.

The following images and articles have been collected on the employment and alterations at the Fairfield Fire Station.

<sup>14</sup> Department of Sustainability, Environment, Water, Population and Communities, *Fairfield Fire Station- Australian Heritage Database*, <http://www.environment.gov.au/>

<sup>15</sup> Perumal Murphy Wu Pty Ltd, 'Fairfield Fire Station', in *Fairfield Heritage Study*, 1991.

<sup>16</sup> Department of Sustainability, Environment, Water, Population and Communities, *ob cit*, p.1

<sup>17</sup> *Ibid.*

<sup>18</sup> *Ibid.*

<sup>19</sup> NSW Fire Brigade



**Figure 14.** 1925 photo of Fairfield Volunteer Brigade with their new *Garford Type 64 Pumper* and the new brick building.<sup>20</sup>



**Figure 15.** 1943 Aerial Map of the site showing the original footprint of the building was retained.<sup>21</sup>

<sup>20</sup> Yennora Fire Brigade Station Booklet

<sup>21</sup> NSW Land and Property Information, 'SIX Maps', n.d., <http://maps.six.nsw.gov.au/>.





**Figure 16.** 1955 photo showing the Fairfield Fire Brigade with their *Dennis Pumper*, the brick building and the concrete yard. A part of the grassed rear yard can be seen.<sup>22</sup>



Fairfield Fire Station, which will be permanently-staffed from the beginning of October. —John Chiarotto Studio.

**Figure 17.** 1959 photograph of Fairfield Fire Station<sup>23</sup>

<sup>22</sup> Yennora Fire Brigade Station Booklet

<sup>23</sup> Fire Stations Permanent Staff Forward Move, The Biz, 16 Sep p3.

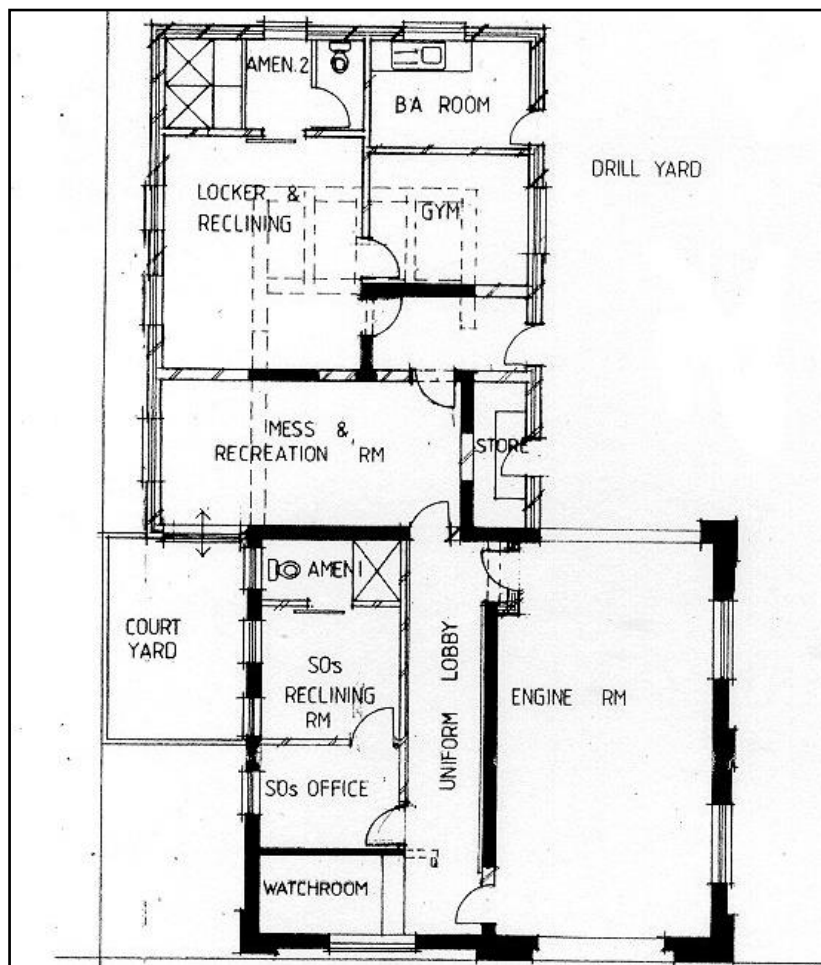


Figure 18. Proposed Changes to the Fire Station that were not implemented.<sup>24</sup>

<sup>24</sup> Office of Environment and Heritage, NSW

### 3.0 PHYSICAL EVIDENCE

#### 3.1 Setting

The subject site is located at 3 William Street, Fairfield, which falls within the boundaries of the Fairfield Local Government Area. The site is legally identified as Lot 3 Section 2 DP 3035 and Lot 1 DP3038061. The site is rectangular in shape and contains a gradual slope from east to west. A single width driveway and vehicle access runs along the northern boundary of the site to an open area at the rear currently used a parking and storage facility. A number of mature trees exist along the western extent of the site.

#### 3.2 Subject Building

The subject building was a purpose-built Fire Station constructed in the Inter-War Free Classical style. The single storey building has been constructed in face brick masonry with a slate shingle gable roof with ridge cappings and gambrels. The original fire station building is adjoined with a later addition weatherboard extension with a Colourbond roof along its western extents.

The Fire Station building is located on the eastern side of the site with a zero setback to the William Street (primary) frontage and its architectural features are visually prominent on the streetscape.

The surrounding streetscape is characterised by a mix of residential and commercial developments comprising a single storey commercial building immediately south, and a mix of two and three storey development to the north and on the opposite side of William Street.

Historic evidence and photographs (refer to Figure 13 and 17 above) suggest that the main door of the firestation building is not original and has been replaced with a roller shutter door. Internally, significant alterations to the main building have been undertaken over the years. Larger rooms purpose-built for the engine room and common areas for the fireman, had been divided to form smaller boarding room bedrooms. These partition walls divide the original pressed metal ceilings which have as a result suffered damage due to the relocation of light fixtures and wires. The ceiling is also degraded substantially due to water ingress from the roof. The slate shingle tiles show signs of extreme weathering and neglect.

The original bathroom at the rear of the site has been amalgamated with the storage area, and while the morovian tiles have been retained to a large extent, several alterations to the fixtures and partition walls have been undertaken.

A later skillion roofed addition constructed in brick masonry with timber ceilings was added at a later date. This is now being utilized as a storage space and also houses the water heater. The later weatherboard addition was added to accommodate additional bedrooms once the fire station was converted into a boarding house.

The fire station building is currently not in use and has been considerably deteriorated due to years of neglect. It had last been used as a boarding house.



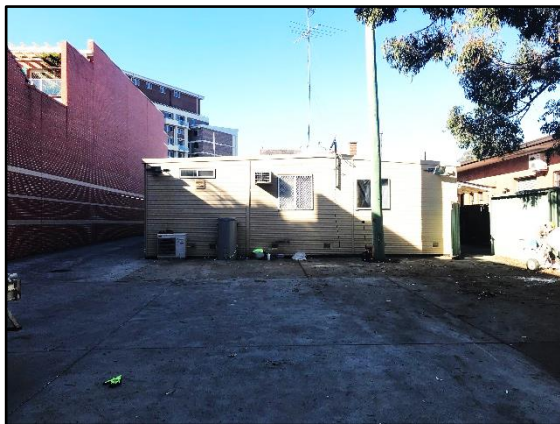
**Images** - The following photographs were taken by Heritage 21 at the site inspection undertaken on 10 July 2018, unless stated otherwise.



**Figure 19.** View of the front facade of the Fire Station at Fairfield from William Street.



**Figure 20.** View of the Fire station as viewed from the intersection of William St and Hamilton road.



**Figure 21.** View of the Western weatherboard extension building viewed from the rear garden.



**Figure 22.** View of the subject site from the south-western corner of the lot.



**Figure 23.** View of the shed along the southern end of the building.



**Figure 24.** View of the southern façade looking eastwards.





**Figure 25.** View of the southern elevation looking westwards. Note later addition pergola.



**Figure 26.** View of the flower bed and mature trees along the western end of the site boundary.



**Figure 27.** View of the northern elevation and driveway looking west.



**Figure 28.** View of the Fire Station front façade looking South-west on William Street.



**Figure 29.** Internal view of the main entrance to the building from the northern elevation. Note original Fire engine room door (left) and brick masonry walls (centre) and the new weatherboard extension to the right.



**Figure 30.** Internal view of corridor leading to the new weatherboard extension and external brick masonry walls that are now internal.



**Figure 31.** View of the original Single Men's Room now converted into a kitchen.



**Figure 32.** View of the pressed metal ceilings in the kitchen.



**Figure 33.** View of the original Bathroom and Store now converted into a single bath and toilet.



**Figure 34.** View of the Recreation room now subdivided into several bedrooms.



**Figure 35.** View of the Recreation room now subdivided into several bedrooms.



**Figure 36.** View of the pressed metal ceilings with new partitions and damage indicating original fixture locations prior to subdivision.





**Figure 37.** View of the Watch Room now converted into a bedroom.



**Figure 38.** View of corridor created by partitioning the former Recreation Room.



**Figure 39.** View of the original Engine room now divided to form bedrooms. Note window cut into half due to partition wall (red arrow).

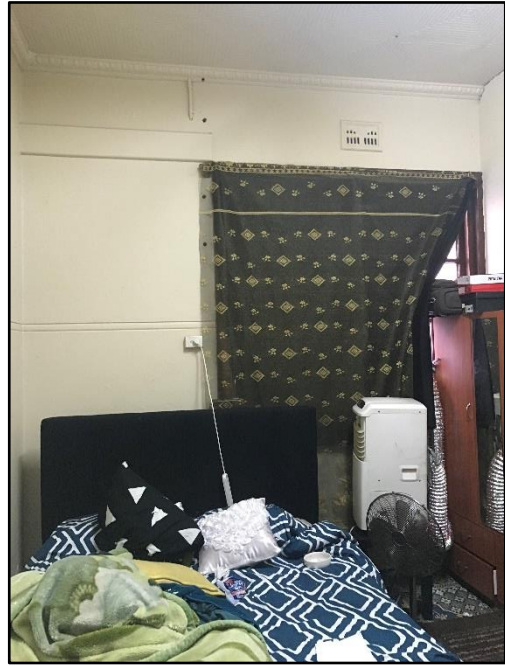


**Figure 40.** Sub-division of Engine room apparent from ceilings.





**Figure 41.** View of wires that cut into original cornices.



**Figure 42.** View of new bedroom added in Engine Room.



**Figure 43.** View of later brick masonry storage addition sandwiched between original building and weatherboard extension.



**Figure 44.** View of later brick masonry storage addition sandwiched between original building and weatherboard extension.



**Figure 45.** Corridor leading to the later addition weatherboard extension.



**Figure 46.** Bedroom in the weatherboard extension.

## 4.0 HERITAGE SIGNIFICANCE

### 4.1 Established Significance

The following Statement of Significance is available for the site on the State Heritage Inventory:<sup>25</sup>

*Former Fairfield Fire Station is of significance for the residents of the local area for historical and aesthetic reasons and as representative of Interwar period Fire Stations that is relatively rare in local government area context. Its existence presents evidence of the development of Fairfield as a separate local centre in the Sydney Metropolitan area. The building makes an important contribution to the streetscape and presents one of the local area landmarks. Architecturally, it is typical of Inter-War Fire Stations, a good example of Free Classical style public building. It has additional social and historical significance as a record of the history of the local fire brigade.*

**Designer/Maker**

W McNiven

**Builder/Maker**

G Long

**Physical Description**

*Inter-War Free Classical: a single storey building with a slate shingle hipped gable roof. The roof has terracotta ridge caps and the overhanging eaves are enclosed with timber lining. The building is divided into two bays. The single engine bay is on the northern end of the William Street (eastern) façade. It has rendered semi-circular gable with fluted edges, supported by rendered brackets over the opening. The engine bay doors are the standard timber folding doors on slides with four pane top panels. A smaller engaged column, on the southern end of the facade, unifies the design. A bank of three six pane casement windows with a deep rendered lintel are centred in the southern bay. Interior: there are pressed metal ceilings in a diamond pattern in the engine bay and a square pattern in the watch room. The stained joinery is original (McMonnies 1988).*

**Modification and dates**

*Alterations and additions c1988.*

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<sup>25</sup> NSW Office of Environment and Heritage, 'State Heritage Inventory', Search for NSW Heritage, n.d., <http://www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx>.

## 5.0 DESCRIPTION OF PROPOSAL

The original proposal, as part of development application DA 413.1/2018, included the following works:

- Demolition of the later addition weatherboard and brick masonry extension;
- Removal of mature trees at the rear of the site and replacement with native in a more appropriate location;
- Conservation and refurbishment of the original Fire Station to its original configuration;
- Conversion of the fire station building into a medical centre; and
- Construction of three-storey boarding house building with a basement parking at the rear of the site.

The proposed changes to the fire station building due to its conversion into a medical centre would also include:

- Removal of the entry door to the east façade and the reinstatement of the original door design;
- Addition of a 35mm threshold ramp at the entry to the east elevation;
- Addition of internal ramp in the proposed reception to comply with BCA and access requirements.
- Partial demolition of original brick masonry wall to south of proposed reception and in proposed Suite 2;
- Addition of internal partition walls;
- Addition of tiled flooring in the proposed reception and Suite 1; and
- Change in the internal configuration of the existing bathroom, including addition of new fixtures to comply with BCA and access requirements.

Additionally, the proposal has been amended in response to an email from Council dated 20 April 2020 and a meeting held on 1 May 2020 to include:

- The incorporation of perforated screens along the primary façade of the boarding house; and
- Relocation and redesign of the roof top services.

Specific details of the existing site and the proposed development are shown in drawings by Mode Design, dated 19 June 2020, received by Heritage 21 on 23 June 2020. 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 47. Cover Sheet.

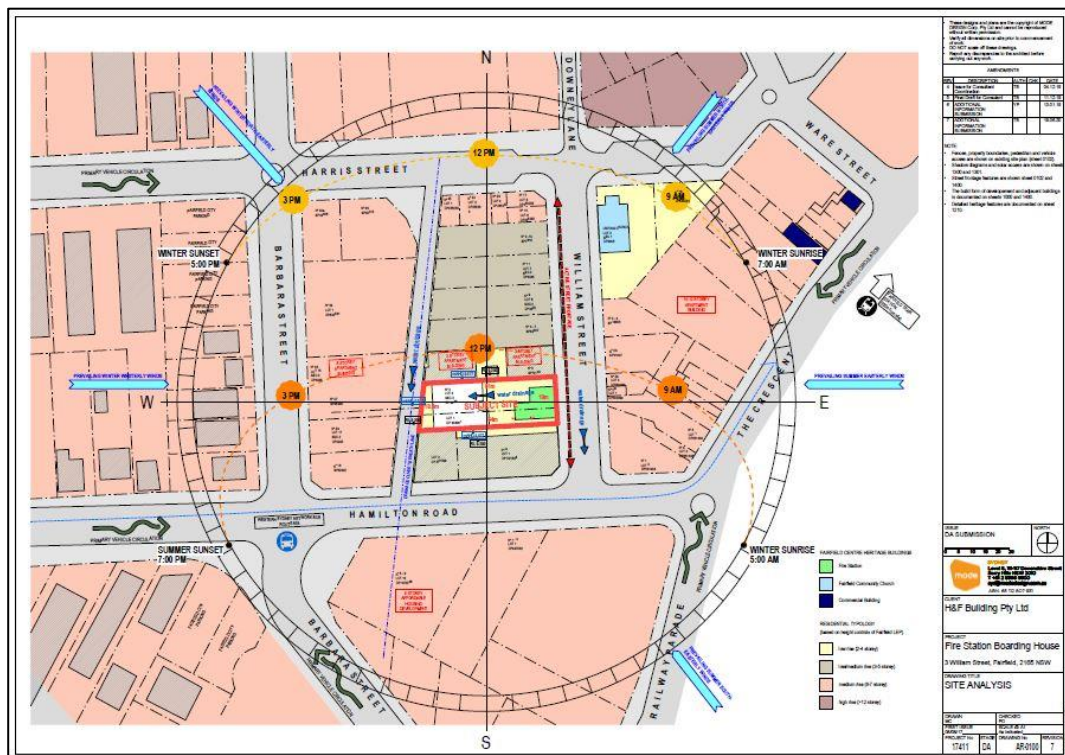


Figure 48. Site Analysis

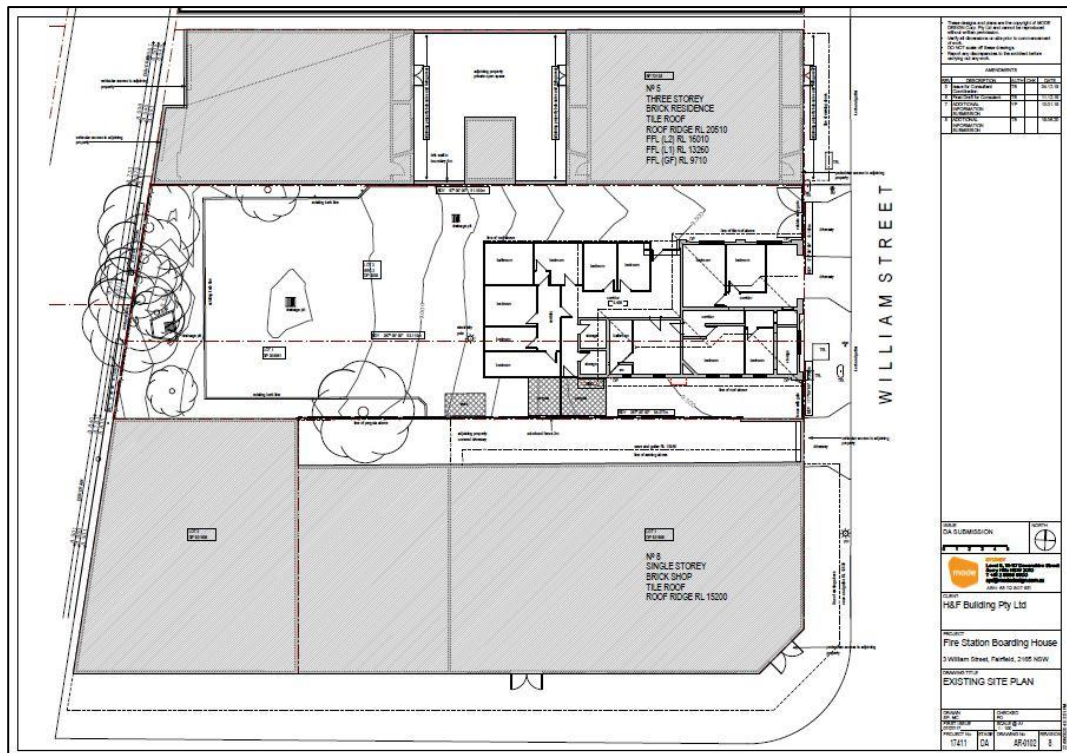


Figure 48. Existing site plan.

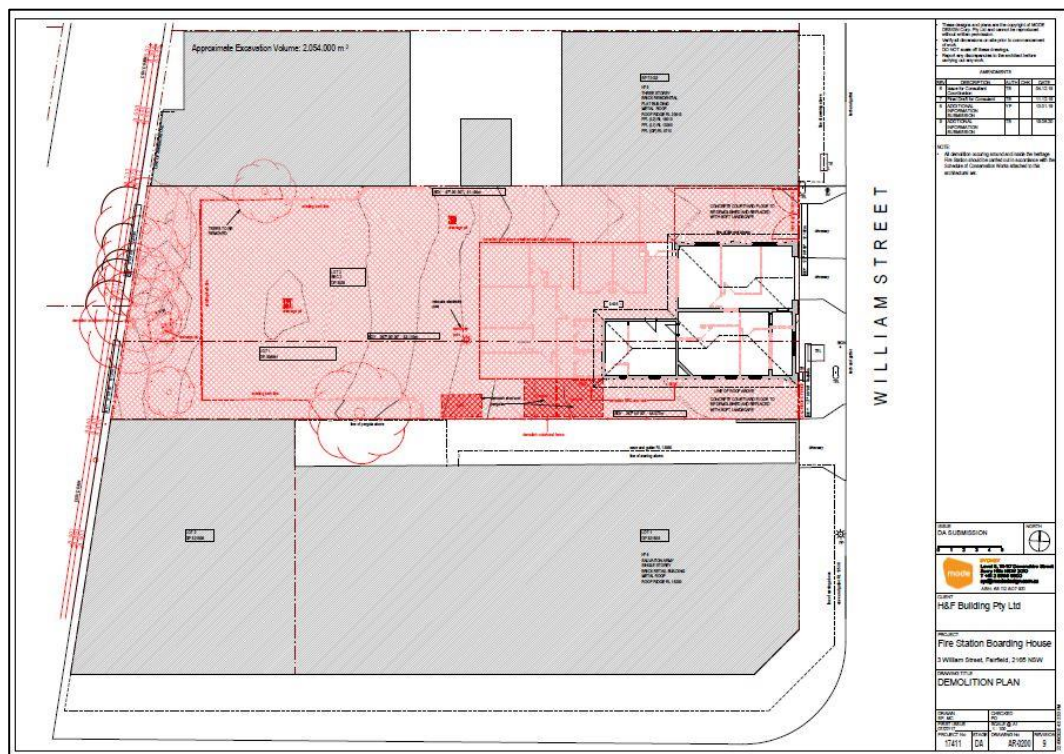


Figure 50. Demolition Plan.



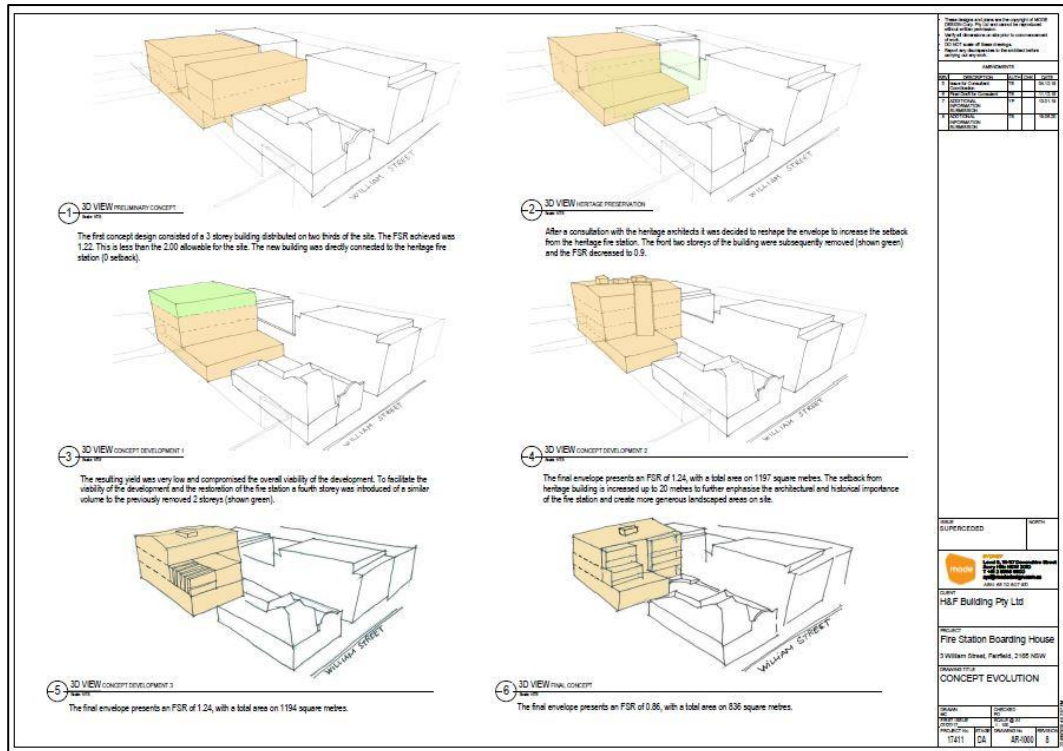


Figure 51. Concept Evolution.

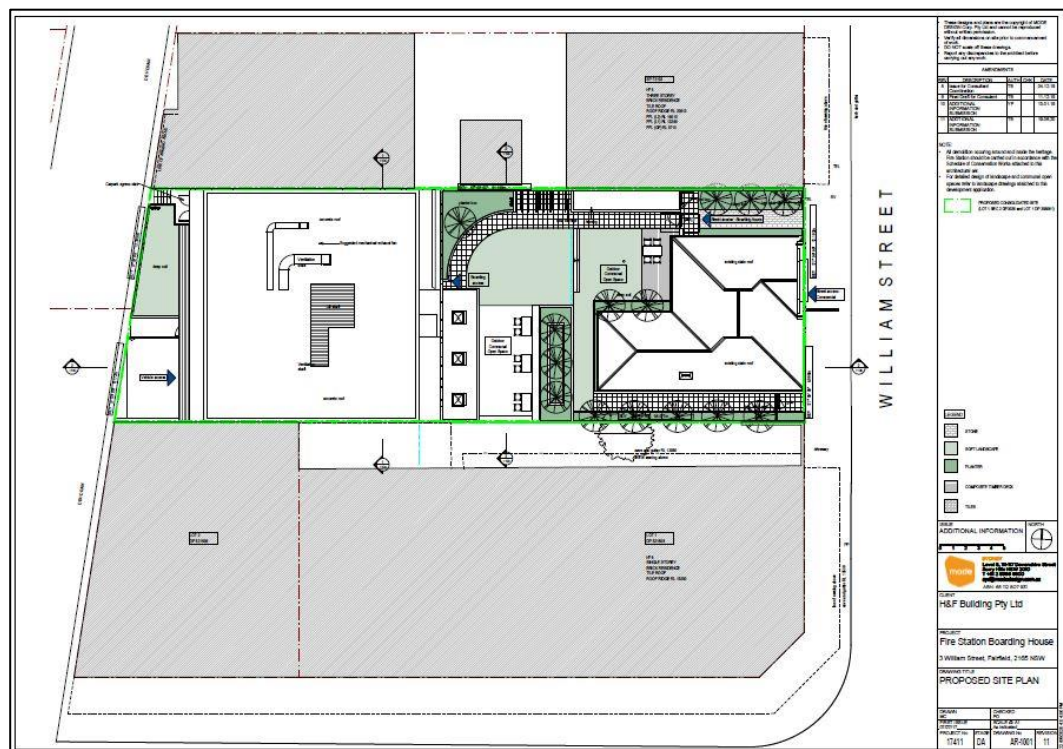


Figure 52. Proposed site plan.



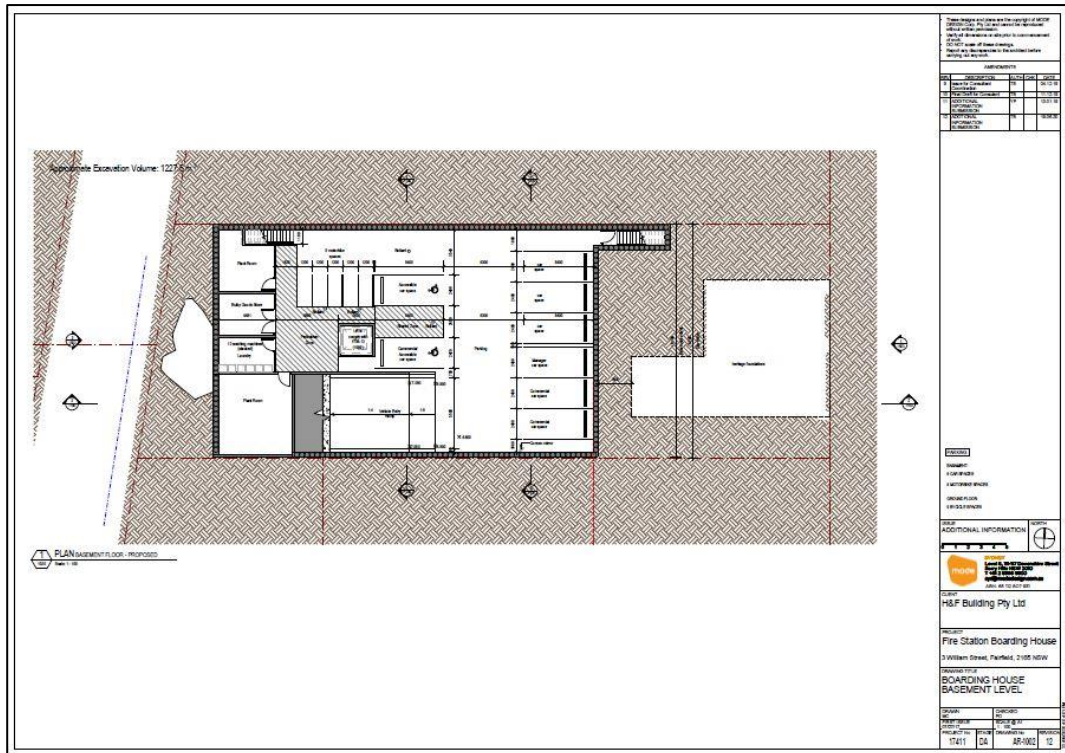


Figure 53. Proposed boarding house basement level plan.

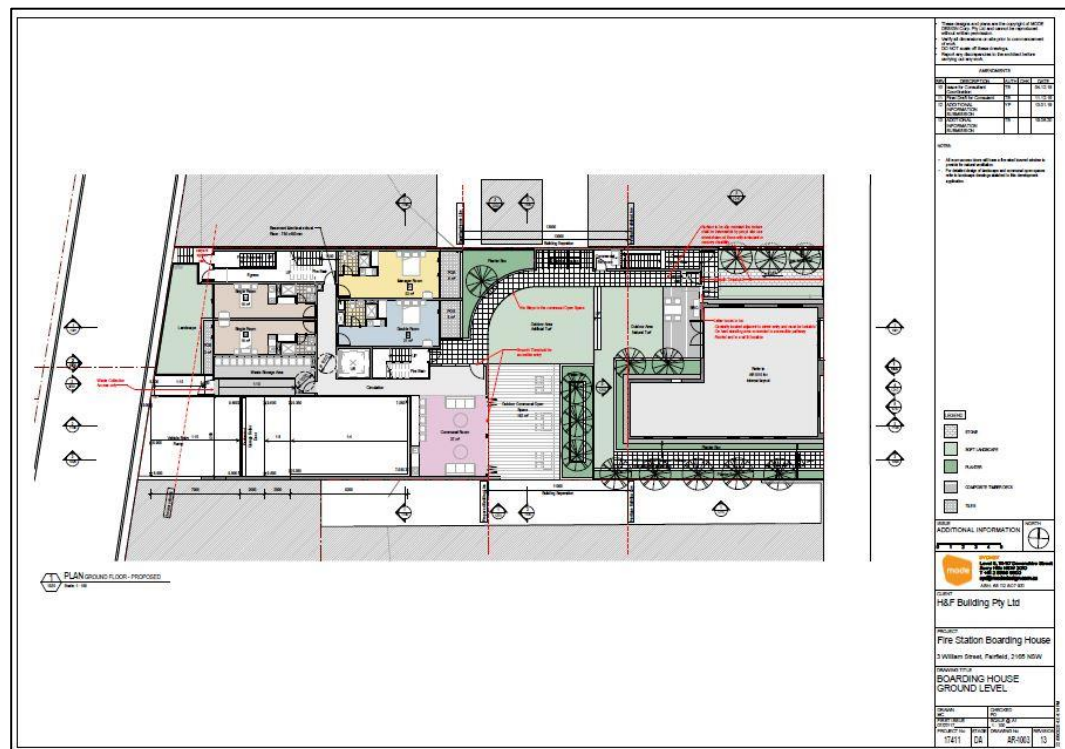


Figure 54. Proposed boarding house ground level plan.

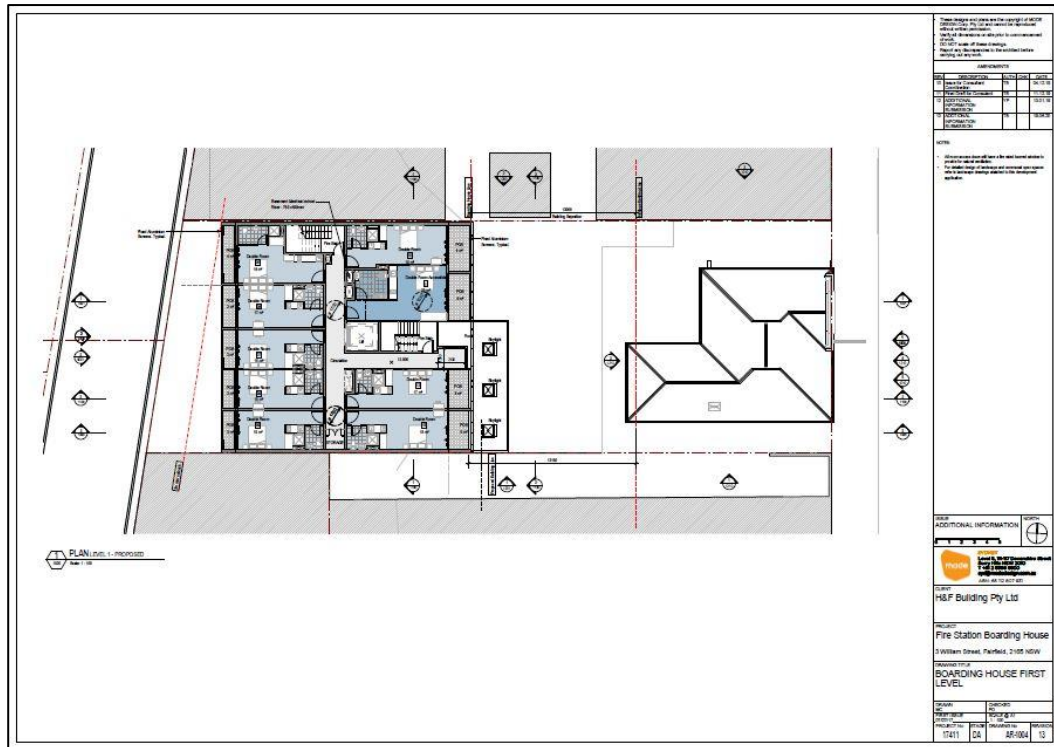


Figure 55. Proposed boarding house first level plan.



Figure 56. Proposed boarding house second level plan.

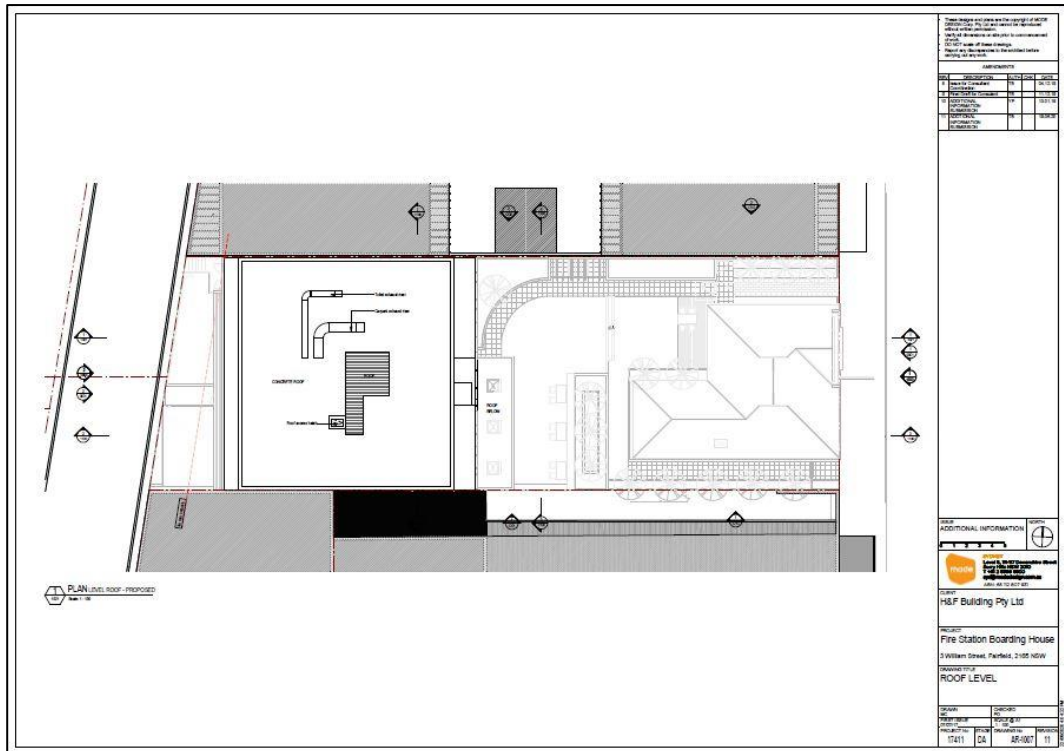


Figure 57. Proposed roof level plan.

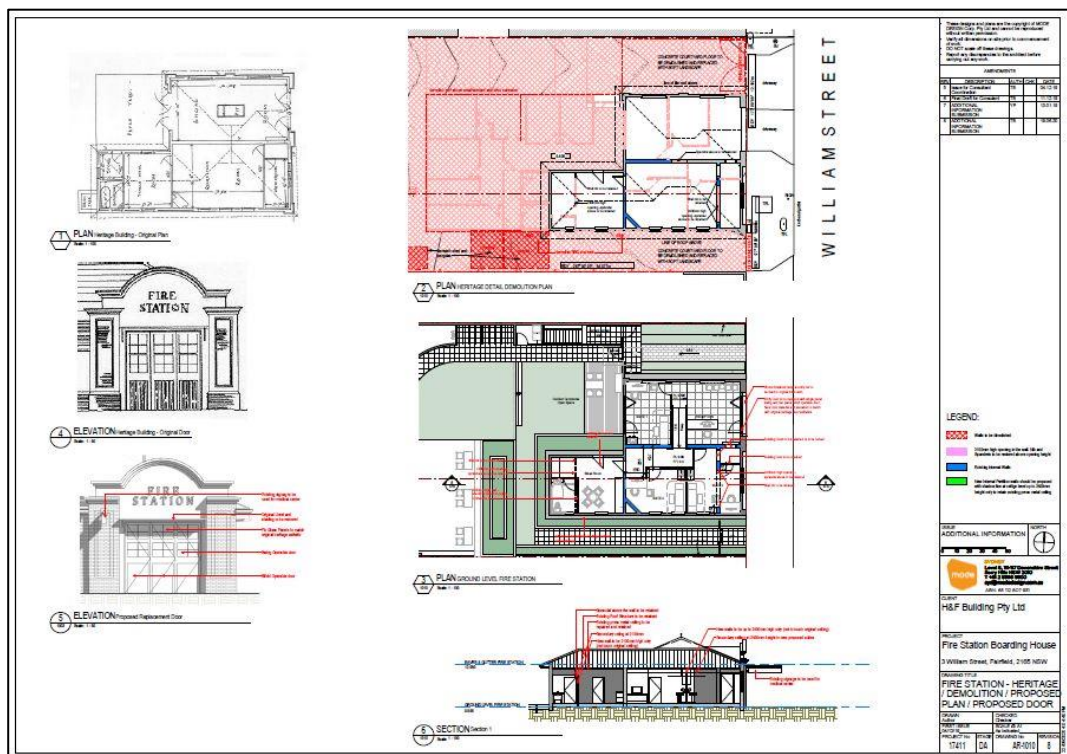


Figure 58. Fire Station- Heritage, demolition, proposed plan and proposed door.



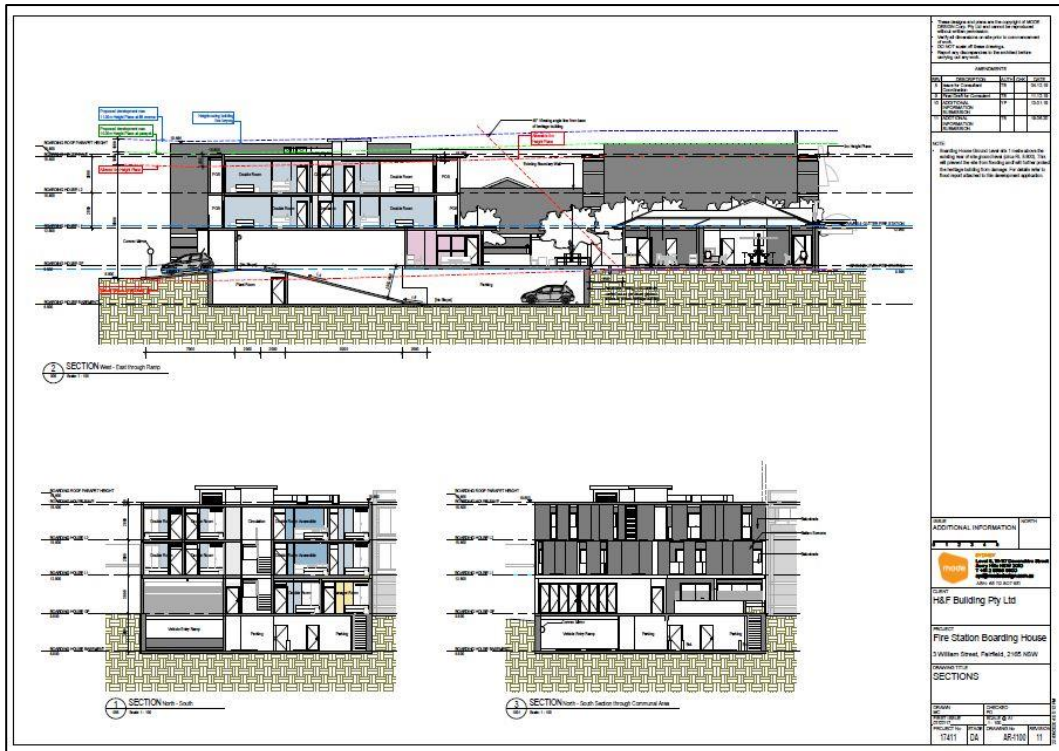


Figure 59. Proposed sections.

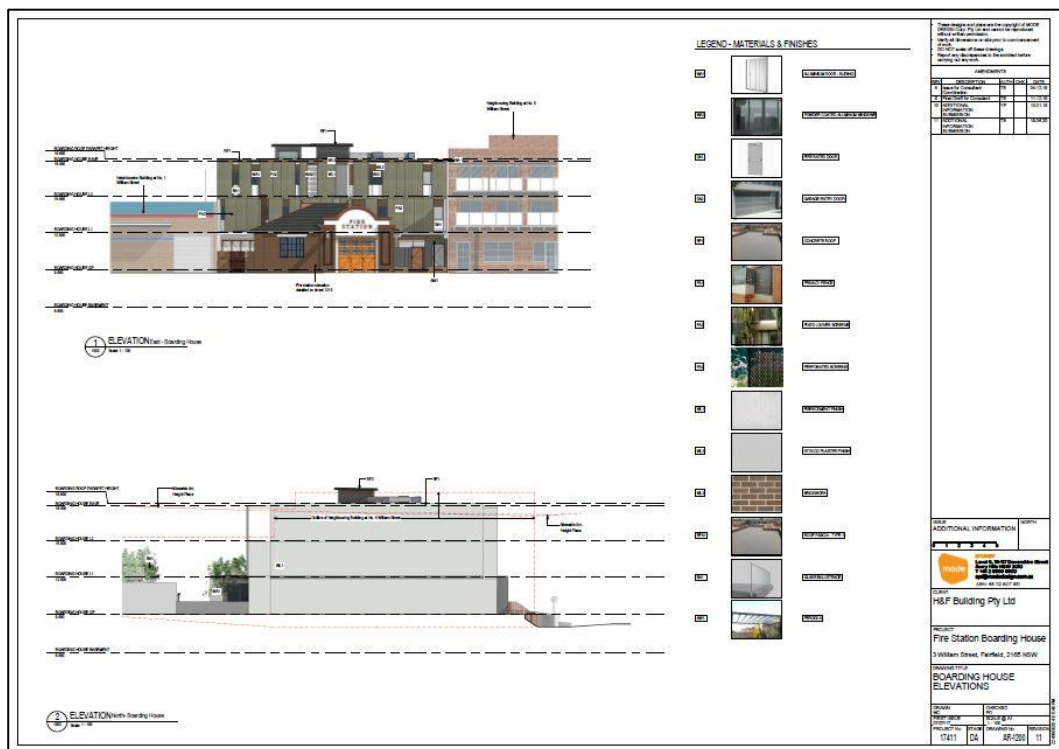


Figure 60. Proposed boarding house elevations.

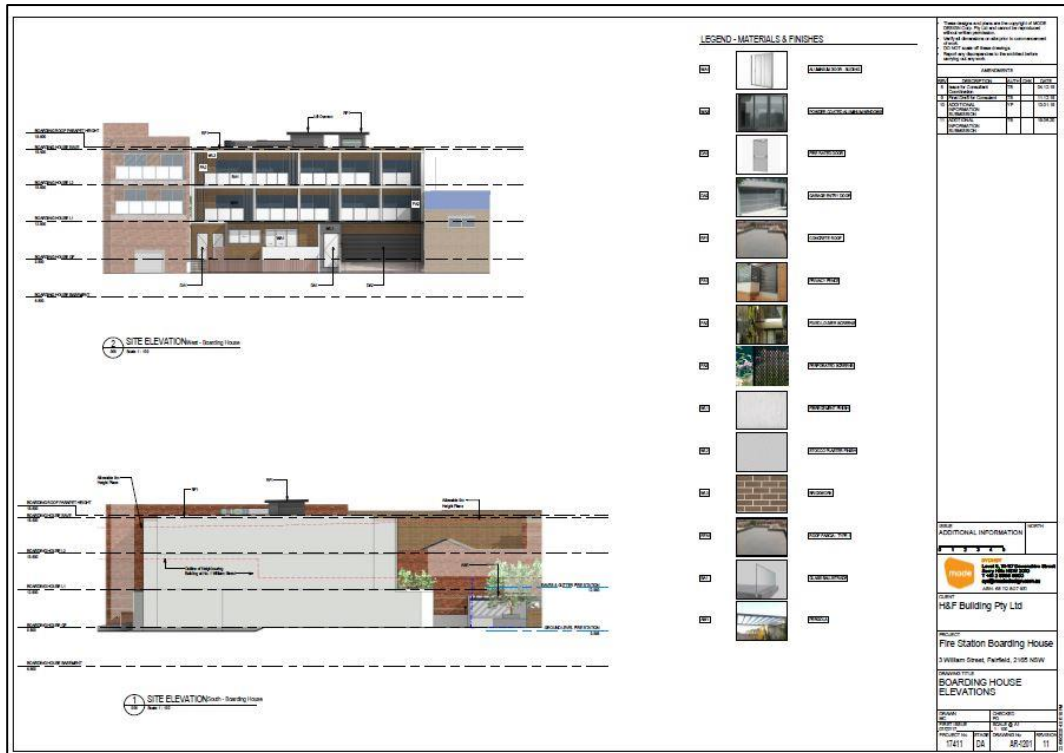


Figure 61. Proposed boarding house elevations.

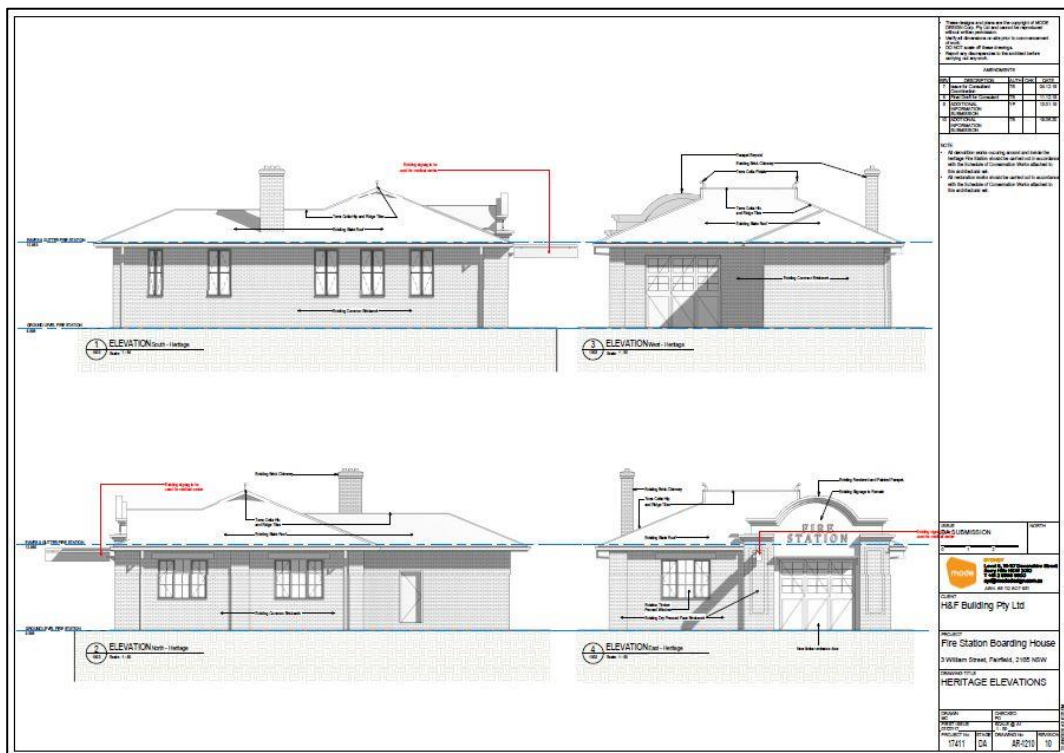


Figure 62. Proposed heritage elevations.



Figure 63. Proposed 3D view.



Figure 64. Proposed 3D view.

## 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 Fairfield LEP 2013

The statutory heritage conservation requirements contained in Section 5.10 of the Fairfield LEP 2013 are pertinent to any heritage impact assessment for future development on the subject site. The relevant clauses for the site and proposal are:

- (1) Objectives*
- (2) Requirement for consent*
- (4) Effects of proposed development on heritage significance*
- (5) Heritage assessment*
- (10) Conservation incentives*

#### 6.1.2 Fairfield Development Control Plan 2013

Our assessment of heritage impact also considers the heritage-related sections of the Fairfield Local Government Area Development Control Plan (DCP) 2013 that are pertinent to the subject site and proposed development. These include:

#### **Chapter 3      *Environmental Management and Constraints***

- 3.13    *Heritage Items*
  - 3.11.1    *Overview*
  - 3.11.2    *Objectives*
  - 3.11.3    *Control*

#### **Chapter 10      *Miscellaneous Development***

- 10.7    *Control for Boarding Houses (including Student accommodation)*
  - 10.7.1    *Neighbourhood Character*

#### **Appendix G      *Heritage and Development***

- 1        *Introduction*
  - 1.3        *Heritage Incentives*
- 2        *Development and Activity*
  - 2.1        *Demolition*
  - 2.2        *Development Proposals – the design process*
  - 2.3        *Alterations to heritage items*
  - 2.6        *Maintenance – approval may be needed*
  - 2.9        *New buildings on the site of a heritage item or in its vicinity*



### **6.1.3 Former Fire Station Conservation Management Plan, January 2020**

Our assessment of heritage impact also considers the relevant sections of the Conservation Management Plan (CMP) prepared by Perumal Murphy Alessi Heritage Consultants dated January 2020. These include:

#### **7.0 Conservation Policies**

##### **7.2 Treatment of Fabric of Different Grades of Significance**

##### **7.3 Current and Future Use**

##### **7.4 Building Management**

###### *7.4.4 Appropriate Conservation Skills and Experience*

##### **7.5 Management of Significance**

###### *7.5.1 Retention of Significance*

###### *7.5.2 Conservation of Significant Fabric*

###### *7.5.4 Conservation of Significant Spaces*

###### *7.5.5 Element Specific Policies`*

###### *7.5.7 On-going Maintenance and Repair*

##### **7.6 New Work Policies**

###### *7.6.1 Integration of New Work*

###### *7.6.2 Integration of Services*

###### *7.6.3 Ordinance Compliance & Accessibility*

###### *7.6.4 Signage, External Lighting & Security*

## 6.2 Heritage Impact Assessment

Below we assess the impact that the proposed development would have upon the subject heritage item at 3 William Street Fairfield. This assessment is based upon the Historical Context (refer to Section 2.0), the Physical Evidence (refer to Section 3.0), Heritage Significance (refer to Section 4.0), the Proposal (refer to Section 5.0), and is framed by the Heritage Management Framework (refer to Section 6.1). Additionally, our assessment is 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* (2013).

### 6.2.1 Conservation Incentives

It is argued in this report that the utilisation of Clause 5.10(10) of the Fairfield LEP is premised on a need to generate funds for the conservation and maintenance of the heritage item. It is upon this basis that a breach in height has been generated as the upkeep and restoration of the dilapidated building necessitates the generation of additional funds to cover the cost of conservation works.

We understand that clause 5.10(10) of the FLEP is a 5-part test. Our response to this test is set out below:

*The consent authority may grant consent to development for any purpose of a building that is a heritage item or of the land on which such a building is erected, or for any purpose on an Aboriginal place of heritage significance, even though development for that purpose would otherwise not be allowed by this Plan, if the consent authority is satisfied that:*

**Response-** The applicant seeks to rely on the conservation incentives established by clause 5.10(10) of the LEP.

The existing building at 3 William Street, Fairfield is a heritage item listed under Schedule 5 of the FLEP. The consent authority may grant development consent for development for any purpose, even though the purpose would be otherwise not allowed under the FLEP 2013.

The proposal would exceed the maximum height within the existing zoning. However, consideration must be given to the proposal in its entirety, and the proposed conservation works which would be facilitated by the additional height.

***(a) the conservation of the heritage item or Aboriginal place of heritage significance is facilitated by the granting of consent, and***

**Response-** The conservation of the heritage item would be facilitated by the granting of consent. The proposed conservation works to the original Fire Station would include:

- Reinstatement of the original entry door to the eastern façade;
- Repair works to deteriorating original fabric of heritage significance including the roof, chimney stack, original brick masonry walls, timber framed windows, pressed metal ceiling, Moravian tiles in the bathroom;

- Conservation and retention of original fixtures such as terracotta ventilators, timber cupboards, exhaust and fire alarms; and
- Demolition of the non-original weatherboard extension to the west of the fire station building.

**Note:** Refer to the Schedule of Conservation Works (SCW) prepared by Heritage 21 dated July 2020 for the complete conservation works to be undertaken to the fire station building.

By approving the application, the consent authority can be satisfied that the conservation of the heritage item will be facilitated by the granting of consent.

A cost plan 'Cost Plan No.4 (Heritage Conservation Works)' has been prepared by Blue Stone Management for the proposed development dated 26 June 2020. This cost plan indicates that the minimum conservation works to the heritage item – comprising removal of non-original internal and external fabric, repairs to original fabric, and replacement of damaged fabric – would total \$468, 193. The exceedance of the maximum permissible building height for the site is therefore requested on the basis of the significant cost of the minimum conservation works which would be required to restore the heritage item to an appropriate condition.

It is also noted that there will be a cost to ensure that any ongoing future maintenance and conservation to the heritage item is appropriately carried out. Accordingly, development on the site – including new residential accommodation to the rear and the adaptive reuse of the heritage item for a commercial premises – would allow for funds to be continually raised and put towards any future conservation works which may be required into the future. The owner/developer would be prepared to establish a minimum 20-year sinking fund for the ongoing maintenance of the erstwhile fire station and such an arrangement could be conditioned by council in perpetuity.

**PROPOSAL COMPLIES.**

***(b) the proposed development is in accordance with a heritage management document that has been approved by the consent authority, and***

**Response:** The proposed development is in accordance with the Statement of Heritage Impact, as well as Schedule of Conservation Works prepared by Heritage 21 in July 2020. The proposed development intends to conserve and reinstate the Fairfield Fire Station as close as possible to its original condition. Several conservations works including the repair and refurbishment of the slate shingle roof system; pressed metal ceilings, original timber windows and skirting and other historical significant fabric have been outlined in the Schedule of Conservation Works, included as part of the documentation for this Development Application. Under the supervision of a suitably qualified heritage consultant, the work would be undertaken only by heritage experienced tradespeople.

Further, the proposed development is in accordance with the Conservation Management Plan by Perumal Murphy Alessi, dated January 2020, as assessed in Section 6.2.5 of this report.

**PROPOSAL COMPLIES.**



***(c) the consent to the proposed development would require that all necessary conservation work identified in the heritage management document is carried out, and***

**Response:** The Schedule of Conservation Works by Heritage 21 dated July 2020 identifies the following conservation works as necessary to carry out:

- Reinstatement of the original entry door to the eastern façade;
- Repair works to deteriorating original fabric of heritage significance including the roof, chimney stack, original brick masonry walls, timber framed windows, pressed metal ceiling, Moravian tiles in the bathroom;
- Conservation and retention of original fixtures such as terracotta ventilators, timber cupboards, exhaust and fire alarms; and
- Demolition of the non-original weatherboard extension to the west of the fire station building.

**Note:** Refer to the Schedule of Conservation Works (SCW) prepared by Heritage 21 dated July 2020 for the complete conservation works to be undertaken to the fire station building.

The proposal would also include the removal of intrusive accretions including the weatherboard addition to the rear of the subject site. The proposal would not only improve the condition of the existing building but would reinstate lost elements based on photographic evidence including a sympathetic entry door to the eastern façade of the heritage item.

**PROPOSAL COMPLIES.**

***(d) the proposed development would not adversely affect the heritage significance of the heritage item, including its setting, or the heritage significance of the Aboriginal place of heritage significance, and***

**Response:** It is noted that the significance of the subject heritage item is embodied mostly in its historical and social values, namely as a local landmark which is able to demonstrate the historical development of Fairfield. The Statement of Significance (refer to Section 4.1 above) also notes that the building is of architectural interest as a good example of an Inter-War Free Classical government building.

It is the assessment of Heritage 21 that the historical and social significance of the item would not be adversely impacted by the proposal. The plan to retain the building, carry out conservation works, and activate its usage as part of a new mixed-use development in the Fairfield City Centre would indeed generate a positive impact on its historical and social significance. The adaptive reuse of the heritage item and of the site, as a whole, would be in keeping with the ongoing historical development of the Fairfield City Centre, particularly in the context of its B4 (Mixed Use) zoning.

Further, it is our assessment that the introduction of a new structure to the rear of the heritage item would not generate an adverse or unreasonable impact to its aesthetic significance or to its setting. The new building would be sufficiently set back 11m from the fire station, allowing for the heritage item to continue to be legible as a freestanding building (as visible in the 45° viewing

angle shown in the drawings). The setback would also prevent the new development from encroaching the curtilage of the heritage item.

The open space to the rear of the heritage item would allow for separate open communal space for the heritage building's tenancy and that of the proposed new development thus further delineating the two as separate entities. Additionally, the setback provided would prevent the encroachment of the curtilage of the fire station by the new development.

In addition, the visual impact of the new development on the heritage item is mitigated through the design of the new development. The primary façade of the proposed boarding house would incorporate perforated screens to minimise the perceived bulk. The screens would allow for uniformity of materials along the primary façade and would improve the presentation of the new development to William Street. Further, the materiality and finishing of the proposed screens would be recessive and visually compatible with the heritage fabric of the fire station building. The upper levels of the boarding house would be appropriately stepped back so as to reduce the perceived bulk. The use of recessive and sympathetic external finishes and simple detailing to the new building would also work with the setback to allow the heritage item to remain the dominant built form on the site. The redesign of the services to the roof would allow for the roof to appear less busy, thus reducing the visual bulk to the roof top.

We also note that the separation of the new building from the heritage item would allow the new development to be removed in the future without any physical impact on the heritage item.

The new services that would be generated as a result of the use of the site as a boarding house in the premise would be restricted to the rear of the site and within the proposed new building, thus being separate from the heritage item.

We note that the change in use of the fire station building into a medical centre would be in accordance with the heritage significance of the building, including its original fabric. The existing entry door to the east of the fire station building is to be removed, reinstating the original single panel swing door and a two panel bifold operable door with fixed glass panels according to photographic evidence. We note that the existing door is not original, and its replacement would not engender a negative impact on the heritage significance of the building. The new door's material and elevation would match with the aesthetics of the original door. A 35mm threshold ramp would be added to the entryway to the east elevation which would allow the fire station building to be accessible while not drastically altering the presentation of the heritage building along William Street. The ramp would not be fixed to the original brick work.

In order to accommodate the adaptive re-use of the former fire station building, into a medical centre, the fabric of the building would have to undergo some changes. Existing internal walls that are later additions would be demolished and new internal partition walls would be added. These new walls would be discernible from the original brick walls. The proposed internal wall in the proposed breakroom would be at a height of 2400mm and would not touch the original pressed metal ceiling. A secondary new ceiling would be introduced at 2400mm.

To mitigate loss of fabric due to any alterations to the internal original brick walls, nibs of minimum 450mm and spandrels at 2100mm height would be retained to ensure the legibility of the original walls, rooms and ceiling. The existing original doors would be retained.

In conclusion, the proposal would generate a positive heritage impact upon the listed item because the application involves a commitment to fully conserving the building and its curtilage.

**PROPOSAL COMPLIES.**

***(e) the proposed development would not have any significant adverse effect on the amenity of the surrounding area.***

**Response:** The proposed development would not have any significant adverse effect on the amenity of the surrounding area. The surrounding area – the Fairfield City Centre – is a mixed-use suburban commercial centre which houses commercial and residential development under the B4 (Mixed Use) zone. It is noted, accordingly, that the locality contains a building stock of mixed ages, typologies, and uses. Based on the documentation received and reviewed by Heritage 21 relating to the proposed development, it is our opinion that the proposal would not have any significant adverse effect on the amenity of the surrounding area, by virtue of the pre-existing mixed-use zoning and character of the locality.

**PROPOSAL COMPLIES.**

### 6.2.2 Demolition

The proposed development at 3 William Street, Fairfield intends to demolish an existing non-original weatherboard and brick masonry addition at the rear of the fire station. These extensions have been added at a later date and may be viewed as detracting from the significance of the heritage item. With the later addition weatherboard and brick masonry extensions, the original external walls of the fire station that appear as internal walls would be reinstated. Additionally, demolition of the extensions would ensure that ample space is provided between the proposed new building and the heritage item.

Later additions to subdivide large communal rooms into smaller spaces, which have been utilised as bedrooms, are currently observed throughout the item. These partition walls restrict internal movement and are detrimental to the original pressed metal ceilings, cornices and timber windows in various areas. Removal of these partition walls will improve the condition of the historic fabric once conservation works are undertaken. A separate Schedule of Conservation Works has been prepared by Heritage 21 dated July 2020 to ensure that all historic fabric is returned to its original condition.

Signs around the building also indicate the presence of asbestos. Further testing to determine the presence of lead and/or calcimine has been recommended in the Schedule of Conservation works. Standard cautions and provisions must be undertaken if these toxic materials are found on site; such provisions are allowed for in the Cost Report submitted with this application.

The proposal includes the removal of some sections of original masonry walls. However, to minimise the impact of this removal, adequately proportioned nibs of 450mm and spandrels at



2100mm height would be retained at these walls in order to allow for the continued legibility of the original interior plan of the Fire Station Building. The new openings, which would allow for enhanced circulation within the building when it becomes a commercial premise, would therefore not unreasonably impact the significance of the heritage item, but would rather allow for its continued ongoing use and functionality as an adaptively reused commercial space.

### **6.2.3 New Development Adjacent to a Heritage Item**

The proposed intends to construct a basement plus three-storey boarding house at the rear of the site. The basement is intended to house underground parking and services such as laundry and storage areas. The basement car park would be accessed from the rear of the site and would not disturb the original configuration of the fire station or its driveways.

The proposal has been adequately setback the development 11m from the rear of the heritage item, on the rear of the site. This would significantly increase the setback of the new development from the original building, compared to the original design which included a 3.5 metre setback. An internal courtyard is intended to be created between the old and new buildings. It is our assessment that this would allow sufficient curtilage around the heritage item and would allow for its continued legibility as a freestanding building.

While it is evident that the original curtilage of the heritage item would be reduced as a result of the proposed development, it is noted that the curtilage – particularly the open space to the rear – is not identified in the statement of significance as a contributory feature of the site. The legibility of the Fire Station building as a freestanding historical building would be retained – incorporating the 11 m set back – and this would constitute a sympathetic outcome.

Additionally, the height of the new building has been restricted to 10m height plane at parapet which would reduce the visual impact of the proposal on the heritage item. Further, the proposal would include a staggered built form with stepped-back upper levels. This would significantly reduce its perceived bulk when viewed both from the public domain at William Street and from the proposed internal courtyard.

The design has been amended to incorporate perforated screening along the primary façade of the boarding house. This would reduce the perceived bulk of the boarding house. The perforated screens would allow for uniformity in materials across the primary façade and the presentation of the boarding house to William Street would appear less busy. Further, the materiality and finishing of the screens would be recessive and would blend in with the fire station building and the surroundings. The redesign of the services to the roof would allow for the roofline to appear less busy, thus reducing the visual bulk to the roof top. Further, this allows for the services to be integrated within the building volume.

The landscape plan of the internal courtyard between the heritage item and the proposed new development would comprise of natural soft landscaping, which would improve the visual relationship between the heritage item and the proposed new development to its rear.

Given the changing demands of housing and pressure on urban centres, the properties on William Street have been rezoned as B4 (Mixed Use). Therefore, most single storey structures are being replaced with multi-use, multi-storey developments. While the listed item on the subject site is

being retained and conserved, the development at the rear utilises the controls allowed for the remainder of the site. Thus, in its current configuration, the development allows the heritage item to remain the prominent front building on the site.

While the elevation of the proposed development is substantially larger than the heritage item to the front of the subject site, it is important to note that similar developments have been undertaken in the surrounding streetscape. It is also important to note that the material palette and colour scheme selected for the proposed development has, in our opinion been considered sympathetic and compatible with the heritage fabric of the item, the surrounding area and neighbourhood, generally. It is also our opinion that the proposal would present as a modest, well-articulated, and clearly contemporary development which would not interrupt or obscure the dominance of the site's listed heritage item to its front.

In addition, the services required for the boarding house, including car parks, disabled access, loading facilities and waste management would be restricted to the rear of the site and within the proposed basement of the new development which would minimise visual impact of these services on the heritage item. The loading facilities and waste management would be along the rear lane to the west of the subject site, thus having negligible impact on the fire station building. Further, the car park egress staircase, commercial bin room and bicycle spaces proposed on the ground level, on the northern side of subject site, has been setback from William Street and enclosed, thus the streetscape along William Street would remain unaltered.

The proposal also indicates the demolition of mature trees along the western extent of the site boundaries, but the trees are intended to be replaced in a more appropriate location. The site is bare of any other landscape features or plantings.

#### **6.2.4 Change of Use**

The historic fire station at 3 William St, Fairfield had been last utilised as a boarding house, and has remained vacant for some time. A lack of maintenance and care has resulted in considerable damage to the historic fabric. After conservation efforts are undertaken, the applicant intends to use the building as a medical centre in keeping with the existing character of the Fairfield Commercial Centre. This change of use would result in an improved outcome for the heritage item as its continued use would ensure a better long-term maintenance. The intended use would also activate the street frontage which may be considered as an integral aspect to the location of the subject site within the heart of the Fairfield town centre.

We note that the change in use of the fire station building into a medical centre would be in accordance with the heritage significance of the building, including its original fabric. The existing later addition entry door to the east of the fire station building is to be removed, reinstating the original entry door according to photographic evidence. We note that the existing door is not original, and its replacement would not engender a negative impact on the heritage significance of the building. The new door's material and elevation would match with the aesthetics of the original door. A 35mm threshold ramp would be added to the entryway to the east elevation which would allow the fire station building to be accessible while not drastically altering the presentation of the heritage building along William Street. The ramp would not be fixed to the original brick work.

In order to accommodate the adaptive re-use of the former fire station building, into a medical centre, the fabric of the building would have to undergo some changes. Existing internal walls that are later additions would be removed and new internal partition walls would be added. These new walls would be discernible from the original brick walls. The proposed internal wall in the proposed breakroom would be at a height of 2400mm with a new ceiling and would not be attached to or damage the original pressed metal ceiling. This would ensure the retention of the heritage significance of the building.

All new additions proposed would be reversible and removable.

To mitigate loss of fabric due to any alterations to the internal original brick walls, nibs of 450mm and spandrels at 2100mm height would be retained to ensure the legibility of the original walls and internal layout. In addition, the existing original doors would be retained thus preserving the heritage significance of the fire station building.

Additionally, a Schedule of Conservation Works, a Maintenance Plan and a Conservation Management Plan has been prepared to ensure the heritage significance and significant fabric of the fire station building is safeguarded during works to the building as a result of the change in use.

The required parking spaces for the proposed medical centre would be confined to the basement of the proposed boarding house to the rear of the heritage building. A separate commercial bin room for the heritage tenancy would be located near the fire stair exiting to William street and would have minimal impact on the fire station building. Additionally, a BCA Capability Statement by MBC Modern Building Certifiers dated December 2019 and Accessibility Assessment Report by Code Consulting Group dated December 2019 has been prepared in support of the proposed medical centre use of the existing heritage property.

#### **6.2.5 Impact Assessment against Former Fire Station Conservation Management Plan dated January 2020**

### **7.0 Conservation Policies**

#### **7.1 Application of The Burra Charter**

*The Australia ICOMOS Burra Charter 2013, known as The Burra Charter, is widely accepted in Australia as the underlying methodology by which all works to sites/buildings, which have been identified as having national, state and local significance, are undertaken.*

*As the site is of demonstrated cultural significance, procedures for managing changes and activities at the complex should be in accordance with the recognised conservation methodology of the Burra Charter.*

#### **Response-**

Noted. This Statement of Heritage Impact report and The Schedule of Conservation Works prepared by Heritage 21 dated July 2020 is in accordance to the Burra Charter.



The assessment of the impact of the proposal against the Conservation Principles of the Burra Character is elaborated below.

#### **7.1.2 Conservation Principles arising from the Charter**

*In dealing with the built fabric, the conservation principles of The Burra Charter should be adopted. The relevant principles are established in the Articles of The Burra Charter as follows:*

##### *Cautious Approach (Article 3)*

*All conservation work should be based on a respect for the original fabric, should involve the minimum interference to the existing fabric and should not distort the evidence provided by the fabric.*

##### *Location (Article 9)*

*A building or work should remain in its historical location.*

##### *Contents (Article 10)*

*Contents, fixtures and objects contributing to the cultural significance of a place should be retained at that place.*

##### *Change (Article 15)*

*The contribution of all periods to the place must be respected, unless what is removed is of slight cultural significance and the fabric which is to be revealed is of much greater cultural significance.*

*Removed significant fabric should be reinstated when circumstances permit.*

##### *Adaptation (Article 21)*

*Adaptation is acceptable where it does not substantially detract from the cultural significance of the place and involves the minimal change to significant fabric.*

#### **Response-**

Noted. This Statement of Heritage Impact report and The Schedule of Conservation Works prepared by Heritage 21 dated July 2020 is in accordance to the Burra Charter.

##### **Cautious Approach (Article 3)**

***All conservation work should be based on a respect for the original fabric, should involve the minimum interference to the existing fabric and should not distort the evidence provided by the fabric.***

The proposal adheres to Conservation Principle of the Burra Charter. The changes to the fabric would be restricted to only what is necessary. To allow the adequate use of the internal space, some original brickwork would be partially demolished and new internal walls would be introduced. However, to mitigate the impact arising from the loss of significant fabric from the demolition, nibs of 450mm and spandrels at 2100mm would be retained to allow the legibility of the walls, rooms and ceilings. Additionally, all new internal walls proposed would be at a height of 2400mm with a separate ceiling and would not be attached to any fabric of significance,

particularly the pressed metal ceiling. The internal and external ramps proposed for accessibility requirements would not be fixed to any original brickwork or flooring. Thus, new works proposed to the fire station would be for functional purposes and would allow the change in use of the fire station building into a medical centre but is kept minimal so as to not drastically impact the existing fabric, associations and meanings. The proposed works would be reversible and removable.

#### ***Location (Article 9)***

***A building or work should remain in its historical location.***

The proposal does not entail any change in location and the fire station building remain in its historical location.

#### ***Contents (Article 10)***

***Contents, fixtures and objects contributing to the cultural significance of a place should be retained at that place.***

The proposal does not entail the removal of any content, fixture or object of cultural significance.

The CMP prepared by Perumal Murphy Alessi Heritage Consultants identifies fabric of high, moderate and little significance which contribute to the cultural significance of the place. In accordance with the significance of the fabric, Heritage 21 has prepared a Schedule of Conservation Works which states that all contents, fixtures and objects which contribute to the cultural significance of the place are to be retained at the place.

#### ***Change (Article 15)***

***The contribution of all periods to the place must be respected, unless what is removed is of slight cultural significance and the fabric which is to be revealed is of much greater cultural significance.***

***Removed significant fabric should be reinstated when circumstances permit.***

The proposed works would take into consideration the contribution of all periods except in instances where the fabric removed would allow for greater legibility of the original form and fabric of the building, thus enhancing its cultural significance. The removal of the unsympathetic 1990s weatherboard extension would reveal the original form of the brick structure. The removal of the existing entry door to the east elevation and its replacement with a door that would match the original door would allow the interpretation of the original presentation of the fire station building to William Street.

#### ***Adaptation (Article 21)***

***Adaptation is acceptable where it does not substantially detract from the cultural significance of the place and involves the minimal change to significant fabric.***

The adaption of the former fire station building to a medical centre would entail a degree of change to the fabric. However, all changes to the fabric would be undertaken only where necessary for the change in use of the building to a medical centre. Instances where there would

be considerable changes to significant fabric, like the partial demolition of the original brick wall, mitigation measures would be adopted to ensure there is no substantial impact on the cultural significance of the place. A nib of 450mm on either side and a spandrel of 2100 height which would enable the legibility of the wall proposed for partial demolition and the internal layout of the building.

## **7.2 Treatment of Fabric of Different Grades of Significance**

*Generally, the higher the rating, the greater level of care is recommended and as follows:*

- *Elements identified as being of High significance should also generally be retained and conserved in situ subject, however, to other relevant factors including technological feasibility of proposed works. Minor intervention into fabric including Adaptation and Alteration as defined by The Burra Charter is permissible, provided that level of significance of each element is retained.*
- *Where the fabric is of Moderate significance a greater level of intervention is permissible. Works to these elements and spaces is acceptable provided that it protects the overall cultural significance of the item.*
- *Elements assessed as of Little significance are generally not regarded as essential to the major aspects of significance of a building or place, often fulfilling a functional role and/ or are in poor condition. Both retention and removal are acceptable options, depending on the element. Any major interventions to the item should be confined to areas where the fabric is of little significance.*
- *Elements identified as Intrusive can reduce or obscure the overall significance of the place, despite their role as illustrators of the site's progressive development. The preferred option is for their removal, conversion to a more compatible form, or replacement in a way which helps to retain the overall significance of the item. These items need not be addressed immediately.*

*A minimalist approach should generally be taken in removing fabric graded as moderate, little significance or intrusive, and that it is limited to protecting and enhancing fabric of greater cultural significance or allowing practical use of the building.*

### **Response-**

All elements identified as being of high significance would be retained and conserved. However, the original internal brick masonry walls would be partially demolished to accommodate the adaptive reuse of the fire station building into a medical centre. To mitigate the impact of this partial demolition, where original internal walls are to be demolished, nibs of 450mm and spandrels at 2100mm height would be retained. This would allow for the original internal brick masonry walls, ceilings and original rooms to remain legible.

Elements of moderate significance including the door west of the proposed Suite 1, the door east of the proposed break room and the rear wall of the rear wing would be conserved and retained.



Elements of little significance and intrusive elements, including the 1990s weatherboard addition to the rear and the later addition partition walls damaging the pressed metal ceiling would be removed, allowing the original form of the fire station building to be legible.

The proposal does not entail the removal of any fabric of moderate significance. The proposed removal of fabric of little significance or intrusive elements would enhance the heritage significance of the place or allow practical use of the building. The removal of the weatherboard extension to the rear would increase the legibility of the original form of the fire station building. The removal of the non-original internal walls and its replacement with walls at a height of 2400mm which would not be attached to the ceiling would prevent further damage to the pressed metal ceiling. Additionally, the location of the internal partition walls would allow for the building to function as a medical centre.

### 7.3 Current and Future Use

*The former Fairfield Fire Station should remain a recognisable feature in the William Street streetscape and Fairfield CBD. The location of the building and available spaces would make it ideal for a range of commercial uses. Any future commercial uses should firstly seek to retain the historic character and associations of the building, but also a sense of its significant spatial qualities which reflect the specific former use of the building.*

#### Guidelines

- *Commercial uses such as professional offices, medical practices, showroom and sales type businesses that would not place undue impact on the the existing layout and level of services and amenities are considered appropriate for the building.*
- *Uses that require a significant amount of additional services (electric, hydraulic and mechanical) are not considered appropriate for the building.*
- *Any future uses of the building should take into consideration the identified cultural significance of the place and enable it to continue to be an active focus and component of the local area.*
- *The adaptive re-use of the building is acceptable provided that the primary external form and character, fabric and details of the building are retained with compatible new uses selected to utilise the original character or permit a creative and responsible re-use of the fundamental architectural, functional and spatial characteristics as far as possible.*
- *Any new uses should adopt a principle of “loose-fit” where the new uses are adjusted to suit as necessary and work within the available spatial configuration as far as possible.*
- *The relationship and entry from William Street and associated features such as the “Fire Station” lettering on the building should be retained as part of any future uses.*
- *Any change of use should have regard to potential opportunities for public access to the building, however, activities within the building should be developed in a way that enables the heritage value of the building and site to be showcased and not obscured by these uses.*
- *Any new uses should retain the external face brick and rendered details of the façades and details including existing external openings and internal original details including high, pressed metal ceilings.*

- *Subdivision of the main internal spaces, where appropriate, should be undertaken in a secondary manner, using elements such as lightweight walls and partitions that can be removed with minimal damage to original fabric and should not cut or interrupt the pressed metal ceilings or interrupt the window openings on the building facades.*
- *Opening up of the internal brick walls maybe considered provided wall nibs, bulkheads and pressed metal ceilings and details and a sense of the early room configuration are retained and able to be interpreted.*

**Response-**

***Commercial uses such as professional offices, medical practices, showroom and sales type businesses that would not place undue impact on the existing layout and level of services and amenities are considered appropriate for the building.***

The commercial use of the fire station building would retain the historic character by reinstating a sympathetic entry door to the eastern façade of the fire station building. Internally, though the original internal brick masonry walls would be partially demolished to accommodate the adaptive reuse of the fire station building into a medical centre, to mitigate impact of this removal, the walls would retain nibs of 450mm and spandrels at 2100mm height, allowing the original internal brick masonry walls and the layout of the rooms to remain legible. The proposed internal partition wall would be at a height of 2400mm and would not be attached to the significant pressed metal ceiling. A secondary ceiling would be introduced at 2400mm.

***Uses that require a significant amount of additional services (electric, hydraulic and mechanical) are not considered appropriate for the building.***

The proposed level of services that would arise from the use of the building as a medical centre would be appropriate for the building. The required parking spaces for the proposed medical centre would be confined to the basement of the proposed boarding house to the rear of the heritage building. A separate commercial bin room for the heritage tenancy would be located near the fire stair exiting to William street and would have minimal impact on the fire station building. Additionally, a BCA Capability Statement by MBC Modern Building Certifiers dated December 2019 and Accessibility Assessment Report by Code Consulting Group dated December 2019 has been prepared in support of the proposed medical centre use of the existing heritage property.

The building would not need excessive additional services including electric, hydraulic and mechanical services which would not be appropriate for the significant fabric of the building.

***Any future uses of the building should take into consideration the identified cultural significance of the place and enable it to continue to be an active focus and component of the local area.***

The proposed development to the rear of the fire station building would utilise the controls allowed for the remainder of the site. While the elevation of the proposed development would be substantially larger than the heritage item to the front of the subject site, it is important to note that similar developments have been undertaken in the surrounding streetscape. The proposed set back from the fire station building, the stepped back nature of the upper levels would reduce the perceived bulk of the new development to the rear, ensuring that the station remains a recognisable feature in the William street streetscape. It is also important to note that the

material palette and colour scheme selected for the proposed development has, in our opinion been considered sympathetic to and compatible with the heritage fabric of the item, the surrounding area and neighbourhood, generally. It is also our opinion that the proposal would present as a modest, well-articulated, and clearly contemporary development which would not interrupt or obscure the dominance of the site's listed heritage item to its front.

***The adaptive re-use of the building is acceptable provided that the primary external form and character, fabric and details of the building are retained with compatible new uses selected to utilise the original character or permit a creative and responsible re-use of the fundamental architectural, functional and spatial characteristics as far as possible.***

The adaptive use of the building would not drastically alter the primary external form and character, fabric and details of the building. The commercial use of the fire station building would retain the historic character by reinstating a sympathetic entry door to the eastern façade of the fire station building. The addition of a 35mm threshold ramp to the primary façade would not drastically alter the presentation of the primary façade to the street and in any case would be a reversible element – thus not harming the integrity of the heritage item by installing an element of permanence. In our opinion, the proposed conversion of the fire station building into a medical centre would constitute a responsible re-use of the fundamental architectural, functional and spatial characteristics of the original building.

***Any new uses should adopt a principle of “loose-fit” where the new uses are adjusted to suit as necessary and work within the available spatial configuration as far as possible.***

Internally, the principle of lightweight construction is adapted wherever possible to allow the change in use. However, to allow adequate functionality of the building into a medical centre, including BCA and accessibility compliance, some changes have to be proposed to the internal spatial configuration. Some original internal walls would be partially demolished. However, nibs of 450mm with spandrel heights of 2100mm would be applied to ensure the legibility of the original walls and internal spaces in the building. The proposed internal walls would provide a contrast to the significant fabric thus making it immediately recognisable as new infill compared with the original brick walls. The proposed internal walls would comprise a new ceiling at 2400mm and would not be attached to the original pressed metal ceiling.

***The relationship and entry from William Street and associated features such as the “Fire Station” lettering on the building should be retained as part of any future uses.***

The relationship and entry from William Street and associated features such as the “Fire Station” lettering on the building would be retained. The replacement of the existing door with a more sympathetic door would enhance the relationship between the entry and William Street.

***Any change of use should have regard to potential opportunities for public access to the building, however, activities within the building should be developed in a way that enables the heritage value of the building and site to be showcased and not obscured by these uses.***

The use of the building would allow public access to the building. Additionally, the change in use of the building as a medical centre would benefit the local community.

***Subdivision of the main internal spaces, where appropriate, should be undertaken in a secondary manner, using elements such as lightweight walls and partitions that can be removed with minimal damage to original fabric and should not cut or interrupt the pressed metal ceilings or interrupt the window openings on the building facades.***

The subdivision of the internal spaces would use light weight internal walls at 2400mm height with new ceilings and would not be attached to the pressed metal ceiling and would not interrupt the window openings on the building facades.

***Opening up of the internal brick walls maybe considered provided wall nibs, bulkheads and pressed metal ceilings and details and a sense of the early room configuration are retained and able to be interpreted.***

The proposal involves the partial demolition of the internal brick walls. To mitigate the impact of this partial demolition, where original internal walls are to be demolished, nibs of 450mm and spandrels at 2100mm height would be retained. This would allow the original brick masonry walls and internal room layout to remain legible.

## **7.4 Building Management**

### **7.4.1 Owner's Responsibilities**

*The property owners should ensure the on-going conservation, management and maintenance of the former Fire Station building in a safe and appropriate manner so that the building can continue to function as an active component of the Fairfield CBD and local government area.*

#### *Guidelines*

- *The building owners should manage the former Fire Station building and site in a manner that ensures its on-going use, good condition, interpretation and viability.*
- *The intention, aims and policies of this CMP should be disseminated through and implemented by relevant key staff and other stakeholder groups, tenants and users of the buildings.*
- *The property owners should ensure that any future works or changes to the building are carried out in accordance with the guidelines of this document and should seek appropriate advice in relation to any works or proposed changes.*
- *The property owners should ensure that this document and any subsequent recording and investigations are archived in a manner that provides an accurate record of the changes to the significant fabric of the building.*
- *The property owners should collate accurate and up-to-date documentation on the building including floor plans and services manuals to enable efficient management of the building fabric and spaces.*
- *A program of regular monitoring should be established covering both the physical changes, staff and visitor experience issues and be incorporated where relevant, into future management decisions.*

#### **Response:**



Noted. The CMP prepared by Perumal Murphy Alessi Heritage Consultants dated January 2020 outlines a Schedule of On-going Maintenance and the Schedule of Conservation Works prepared by Heritage 21 dated July 2020 should be readily available to the property owner and would guide the owner as to how the building is to be conserved and maintained as well as on-going management of the former Fire Station building in an appropriate manner so that the building can continue to function as an active component of the Fairfield CBD and local government area.

#### **7.4.2 Occupants and users of the buildings**

*All occupants and users of the buildings should be made aware of the cultural significance of the building and site. Reference should be made to this document and appropriate advice and approvals should be sought in relation any future changes, repairs and upgrades of the building.*

##### **Guidelines**

- *Building occupants and users of the building should be made aware of the significance of the building, its significant fabric, spaces and elements.*
- *Building occupants and users of the buildings should refer to the policies and guidelines contained in this document to assist decisions regarding the future use, management and interpretation of the building and elements and any decisions relating to potential changes.*
- *Appropriate advice and approvals should be sought in relation to any proposed changes, repairs and upgrades.*

##### **Response:**

Noted. Additionally, Section 7.3 of this report recommends an Interpretation Strategy and/or Plan that would promote the interpretation of would identify key users and occupants of the site, develop themes and key messages for the users of the building and would propose options for the communication of heritage values to visitors of the site. This could be in the form of graphic display, art installations, design features or other interpretive media. This would promote awareness of the heritage significance of the building to occupants and users of the building.

#### **7.4.3 Adoption, Endorsement and Review of the CMP**

*This Conservation Management Plan should be adopted as one of the bases for the future management of former Fire Station building. Conservation Policies should be reviewed every five to ten years.*

##### **Response:**

Noted.

#### **7.4.4 Appropriate Conservation Skills and Experience**

*Appropriate conservation skills and experience should be available within project teams to deal with any programs of conservation and upgrading of the building components and heritage fabric of the former Fire Station building and associated elements.*

##### **Response:**

Heritage 21 has been engaged and involved during the design process to ensure that the proposed development to the rear of the fire station building site would respect the heritage significance of the fire station building. Heritage 21 has also been involved in the design process and change in use of the fire station building to mitigate the loss of significant fabric. Additionally, a Schedule of Conservation Works dated July 2020 has been prepared by Heritage 21. It outlines the conservation works needed for the continued use of the fire station buildings.

## **7.5 Management of Significance**

### **7.5.1 Retention of Significance**

*The Statement of Significance and associated grading should be adopted as a basis for the heritage management of the place. All decisions should consider and seek to retain the values of the site and aspects identified in the Statement of Significance.*

#### *Guidelines*

- *The former Fire Station building should be retained and conserved and continue to be a visible feature in William Street and Fairfield CBD.*
- *A range of commercial and other uses may be explored, however, any other uses should recognise the long established use of the site and retain the imagery of the building, its external scale and form, architectural character and details, particularly the face brick facades, brick and rendered details, roof form and chimney and pattern of openings on the front, main wing of the building.*
- *The open setback of the building from the northern and southern side boundaries should be retained. New fencing and landscaping are permissible, however, should remain relatively low and not dominate the building or adversely impact on the building fabric and details.*
- *An open setback and rear courtyard space should also be preferably retained at the rear of the building. Any new development at the rear of the building should be designed to minimise any visual impacts and not dominate or detract from the significance of the former Fire Station building.*
- *The front parapet and “Fire Station” lettering should be retained and conserved and remain as a reminder of the original use of the building.*
- *No additional storeys should be added to the building.*
- *Adaptation of the front, wide doors is permissible to allow direct access and entry from William Street. However, given that documentary evidence remains showing the original design of the timber doors, any new doors and windows should be detailed to match and preferably be constructed in timber.*
- *Evidence of the changes to the building and particularly the rear wing may be retained.*
- *Externally mounted air-conditioning, ventilation equipment, water heaters or service components should not be fixed or impact negatively on the primary form and façades of the building. It is recognised that some services will be required and should be discretely integrated and should not damage or detract from the highly significant building fabric or imagery of the building.*

- *Internal alterations and adaptation is acceptable within the context of compatible use and should seek to retain as much internal original fabric and spatial qualities of the building as possible including the pattern of openings, windows and doors on the primary external façades and elements highly visible along William Street.*
- *Significant internal spaces such as the former engine bay and high pressed metal ceilings and a sense of the early spatial character and layout should be retained or able to be interpreted. Adaptation of the original and early spaces may be considered, provided a sense of their early character and details are retained or able to be interpreted.*

**Response:**

The Statement of Significance and associated grading has been considered in this Statement of Heritage Impact report by Heritage 21 dated July 2020. All proposed works on the subject site and its impact on the heritage significance of the place has been assessed in accordance to the Statement of Significance and associated grading.

***The former Fire Station building should be retained and conserved and continue to be a visible feature in William Street and Fairfield CBD.***

The former fire station building would be retained and conserved and continued to be a visible feature along William Street and Fairfield CBD.

***A range of commercial and other uses may be explored, however, any other uses should recognise the long established use of the site and retain the imagery of the building, its external scale and form, architectural character and details, particularly the face brick façades, brick and rendered details, roof form and chimney and pattern of openings on the front, main wing of the building.***

The proposed commercial use of the building as a medical centre would not alter the presentation of the building, including external scale and form, architectural character and details. The works to the external façade, including the reinstatement of a sympathetic door to the eastern façade, would enhance the presentation of the building to the street.

***The open setback of the building from the northern and southern side boundaries should be retained. New fencing and landscaping are permissible, however, should remain relatively low and not dominate the building or adversely impact on the building fabric and details.***

The open setback to the northern and southern boundary would be retained. The proposed brick fence to William Street along the northern and southern boundary would be low and complementary to the brick façade of the fire station building. The northern and southern boundary would be marked by low natural soft landscaping which would have minimal visual impact on the heritage building.

***An open setback and rear courtyard space should also be preferably retained at the rear of the building. Any new development at the rear of the building should be designed to minimise any***

***visual impacts and not dominate or detract from the significance of the former Fire Station building.***

While it is evident that the original curtilage and the rear setback of the heritage item would be reduced as a result of the proposed development, we are satisfied that the 11-metre space between the proposed new development and the original fire station building is sufficient. The legibility of the Fire Station building as a freestanding historical building would be retained within the design of the new development – incorporating the 11 m set back, which in our opinion is satisfactory. Heritage 21 has worked closely with the designers in order to achieve a far bigger setback than that originally proposed. Additionally, the height of the new development would be restricted to a height of 10 m at parapet level to reduce the visual impact of the proposal on the heritage item. The primary façade of the proposed boarding house would incorporate perforated screens to minimise the perceived bulk. Further, the materiality and finishing of the proposed screens would be recessive and visually compatible with the heritage fabric of the fire station building. The proposal would include stepped built form for the upper levels. This would significantly reduce its perceived bulk when viewed both from the public domain at William Street and from the proposed internal courtyard. The redesign of the services to the roof would allow for the roofline to appear less busy and would integrate the services within the building volume.

***The front parapet and “Fire Station” lettering should be retained and conserved and remain as a reminder of the original use of the building.***

The front parapet and “Fire Station” lettering would be retained and conserved as a reminder of the original use of the building.

***No additional storeys should be added to the building.***

The proposal does not entail the addition of new storeys to the fire station building.

***Adaptation of the front, wide doors is permissible to allow direct access and entry from William Street. However, given that documentary evidence remains showing the original design of the timber doors, any new doors and windows should be detailed to match and preferably be constructed in timber.***

The existing entry door to the east elevation is not original. The new entry door proposed to the east elevation would match the original door of the fire station building. The proposed design of the new door takes reference from historic documentary evidence. (refer Figures 13 and 17 above)

***Evidence of the changes to the building and particularly the rear wing may be retained.***

The rear wing of the fire station would be removed. However, this would enhance the heritage significance and the architectural legibility of the original form and structure of the station building, particularly the external brick wall.

***Externally mounted air-conditioning, ventilation equipment, water heaters or service components should not be fixed or impact negatively on the primary form and façades of the***



***building. It is recognised that some services will be required and should be discretely integrated and should not damage or detract from the highly significant building fabric or imagery of the building.***

No external services would be fixed on the primary façade or form of the fire station building. As recommended in Section 7.3 below, all new services and fit out of the new medical centre should be free standing and not attached to any significant fabric so as to minimise adverse impact. New services should not be chased into, or penetrate through, the brick walls.

***Internal alterations and adaptation is acceptable within the context of compatible use and should seek to retain as much internal original fabric and spatial qualities of the building as possible including the pattern of openings, windows and doors on the primary external façades and elements highly visible along William Street.***

The proposal entails additions and alterations to the interiors to convert the former fire station building into a medical centre. Existing internal walls that constitute later additions would be removed and new internal lightweight partition walls would be added. These new walls would be readily discernible from the original brick walls. The proposed internal wall in the proposed breakroom would be at a height of 2400mm with a separate ceiling and would not be attached to or damage the original pressed metal ceiling. This would ensure the retention of the heritage significance of the building. To mitigate loss of fabric due to proposed partial demolition of the internal original brick walls, nibs of 450mm and spandrels at 2100mm height would be retained to ensure the legibility of the original walls and internal spaces. In addition, the existing original doors would be retained thus conserving the heritage significance of the fire station building. The pattern of openings, windows and doors on the primary external façade would not be altered.

***Significant internal spaces such as the former engine bay and high pressed metal ceilings and a sense of the early spatial character and layout should be retained or able to be interpreted. Adaptation of the original and early spaces may be considered, provided a sense of their early character and details are retained or able to be interpreted.***

The proposed medical centre would require division of internal spaces for functionality, thus not allowing the retention of the original spatial character and configuration of the fire station building. However, the new proposed internal walls would be discernible from the original walls. Additionally, they would not be attached to any fabric of significance, thus allowing the proposed internal walls to be reversible and removable.

### **7.5.2 Conservation of Significant Fabric**

*Extant building fabric, both internally and externally should be retained and conserved in accordance with the levels of significance identified in Section 5.0 Grading of Significance and in accordance with particular actions specified in this CMP. Any new works and additions should be reversible and removable.*

#### **Guidelines**

- *Original external and internal components, spaces and fabric of the building, which have been identified as of High significance should be retained and conserved.*

- *No conservation or maintenance work should alter or negatively impact on the elements of the external façades or internal fabric/space that have been identified as being of High level of significance unless it has been carefully considered and does not impact on the overall significance of the whole building.*
- *Where repairs or alterations are required, new material should closely match original or adjacent materials. However, evidence of change should not be so well matched as to be impossible to read on close inspection.*
- *Facebrick should remain unpainted. Previously painted elements such as render and timberwork should continue to be painted in appropriate colours. Previously painted and modified brickwork (rear wall of the rear wing) may continue to be painted or detailed to show previous changes.*
- *Repairs to brickwork should match the form, colour and detail as close as possible. Mortar mixes to match the existing should be used. Composite and some epoxy patch repairs may be considered, no hard cement or silicon should be used.*
- *Internally, details such as the splayed fireplace breast and rendered skirtings and details on the walls should be retained. It is not necessary to reinstate lost elements such as timber rails or fireplace surround, however, any reinstated elements should seek to match the style and remaining details of the building.*
- *The original timber varnish finish of internal doors and internal face of the windows should preferably be retained. Other internal joinery may be sanded back to match or remain painted as required.*

**Response:**

***Original external and internal components, spaces and fabric of the building, which have been identified as of High significance should be retained and conserved.***

Original external and internal components and fabric of the building which have been identified as of High Significance in the CMP prepared by Perumal Murpy Alessi Heritage Consultants would predominantly be retained, with the exception of the partial demolition of some of the original internal brick walls to accommodate the change of use of the fire station building. To mitigate the impact of this removal, where the original internal brick walls are proposed to be demolished, a nib of 450mm with a spandrel height of 2100mm would be retained. This would ensure the legibility of the original internal layout of the fire station building.

***No conservation or maintenance work should alter or negatively impact on the elements of the external façades or internal fabric/space that have been identified as being of High level of significance unless it has been carefully considered and does not impact on the overall significance of the whole building.***

No proposed conservation works, or maintenance work would alter or negatively impact elements of the external façades or internal fabric/space that have been identified as being of High level of significance. The Schedule of Conservation Works prepared by Heritage 21 in July 2020 would

ensure that the conservation works would retain and enhance the significant elements of the heritage-listed item.

***Where repairs or alterations are required, new material should closely match original or adjacent materials. However, evidence of change should not be so well matched as to be impossible to read on close inspection.***

As outlined in the Schedule of Conservation Works prepared by Heritage 21, new materials proposed for repairs and alterations would closely match original and adjacent materials yet remain discernible from original work on close inspection. The proposed reinstated entry door to the east elevation would match the form of the original door yet remain discernible as new work.

***Face brick should remain unpainted. Previously painted elements such as render and timberwork should continue to be painted in appropriate colours. Previously painted and modified brickwork (rear wall of the rear wing) may continue to be painted or detailed to show previous changes.***

The proposal does not include the painting of the face brick. As outlined in the Schedule of Conservation Works prepared by Heritage 21, where painting of previously painted elements would be required, a Heritage Consultant would be consulted for the selection of appropriate colours.

***Repairs to brickwork should match the form, colour and detail as close as possible. Mortar mixes to match the existing should be used. Composite and some epoxy patch repairs may be considered, no hard cement or silicon should be used.***

As outlined in the Schedule of Conservation Works prepared by Heritage 21, repairs to brickwork would match the form, colour and detail as close as possible, including the mortar mixes. No hard cement or silicon would be used.

***Internally, details such as the splayed fireplace breast and rendered skirtings and details on the walls should be retained. It is not necessary to reinstate lost elements such as timber rails or fireplace surround, however, any reinstated elements should seek to match the style and remaining details of the building.***

Internally, details such as the splayed fireplace breast and rendered skirting and details on the wall would be retained. The proposed reinstated door would match the original door of the fire station building.

***The original timber varnish finish of internal doors and internal face of the windows should preferably be retained. Other internal joinery may be sanded back to match or remain painted as required.***

The proposal seeks to retain the original timber varnish finish of internal doors and internal face of the windows.

#### **7.5.4 Conservation of Significant Spaces**

*The spatial qualities and character of the former Fire Station building contribute to its significance and interpretation and should be conserved or interpreted, as part of the future use and management of the place.*

**Guidelines**

- *The internal spatial character of the building, its high ceilings and details should be retained and conserved and able to be appreciated.*
- *A sense of the existing layout and internal relationships of spaces should also be retained.*
- *Any new uses that require division of spaces should seek to retain a sense of the existing spatial character and use lightweight partitions or walls which do not cut into the ceilings or cornices and can be removed with minimal damage.*
- *Any new partitions and walls that are required to extend to the ceiling should preferably not be fixed to the ceiling and use a soft joint and shadow line at the junction.*
- *Openings in the existing walls and connection of the existing openings are permissible provided that wall nibs, bulkheads or an inlay in the floor are provided to interpret the original layout and ceiling sections are retained.*
- *Some internal adaptation is permissible, however, the window openings on the external façades should be retained and remain uninterrupted. No new openings or enlargement of the existing external window openings should be made on the primary facades (main wing) of the building.*

**Response:**

***The internal spatial character of the building, its high ceilings and details should be retained and conserved and able to be appreciated.***

The proposal seeks to retain the high ceilings and details. The Schedule of Conservation Works by Heritage 21 dated 2020 details conservation actions of the significant elements. We note that the proposed medical centre would require division of internal spaces for functionality. However, the new proposed internal walls would be discernible from the original walls. Additionally, they would not be attached to any fabric of significance, particularly the high pressed metal ceilings, thus allowing the proposed internal walls to be reversible and removable. As such, although some new fabric would be introduced to allow for the use of the building as a medical centre, all original internal fabric would be retained and conserved, allowing them to be able to be appreciated in the future.

***A sense of the existing layout and internal relationships of spaces should also be retained.***

The sense of the existing layout and internal relationships of spaces would largely be retained. The later addition existing internal walls would be removed and replaced with new internal walls with at a height of 2400mm and would not be attached to fabric of significance, thus retaining the existing internal layout. In addition, where parts of original internal walls are to be removed, nibs of 450mm and spandrel of 2100mm height would be retained. This would allow the legibility of original walls and internal spaces.



***Any new uses that require division of spaces should seek to retain a sense of the existing spatial character and use lightweight partitions or walls which do not cut into the ceilings or cornices and can be removed with minimal damage.***

The new internal walls proposed for the division of spaces would replace existing later addition internal walls and would not drastically alter the existing spatial character. The proposed internal walls would be lightweight and would be at a height of 2400mm with a new ceiling and would not be attached to any fabric of significance and could be removed at any time without any damage to significant fabric.

***Any new partitions and walls that are required to extend to the ceiling should preferably not be fixed to the ceiling and use a soft joint and shadow line at the junction.***

The new partition walls would be at a height of 2400mm and would be attached to a new suspended ceiling. As such, the new walls would not be attached to the original pressed metal ceilings. The new partition walls would be reversible and removable with minimal damage to significant fabric.

***Openings in the existing walls and connection of the existing openings are permissible provided that wall nibs, bulkheads or an inlay in the floor are provided to interpret the original layout and ceiling sections are retained.***

The proposal would entail the partial demolition of original internal walls. However, where walls are to be removed, the proposal includes the retention of nibs of 450mm on either side and spandrels at a height of 2100mm. This would ensure the retention of the legibility of the original wall, and the original internal layout. In addition, the proposal would retain and conserve original ceilings within the heritage-listed building.

***Some internal adaptation is permissible, however, the window openings on the external façades should be retained and remain uninterrupted. No new openings or enlargement of the existing external window openings should be made on the primary facades (main wing) of the building.***

Window openings on the external facades would be retained as part of the proposal and would remain uninterrupted. The proposal does not entail any new openings or enlargements of the existing external window openings.

#### **7.5.5 Element Specific Policies**

*The various components of the building and historic built fabric and other site elements shall generally be retained and conserved in accordance with the levels of significance identified in Section 5.0 of this CMP – Grading of Significant Elements, and managed in accordance with the different grades of significance.*

#### **Response:**

The Schedule of Conservation Works prepared by Heritage 21 dated July 2020 outlines the conservation and retention of various components of the building and historic built fabric in accordance in accordance with the levels of significance identified in Section 5.0 of the CMP

prepared by Perumal Murphy Alessi dated January 2020. Adherence to the Schedule would promote the retention and conservation of the various components of the building and historic built fabric.

#### **7.5.7 On-going Maintenance and Repair**

*The former Fire Station building should be maintained by the implementation of the maintenance program such as a regular cyclical maintenance regime outlined in the following section of this report. As a necessary minimum, the ongoing maintenance should include works that will ensure that each element retains its current level of significance and not allow the loss of significance due to the deterioration of fabric.*

#### **Response:**

Section 8.3 of the CMP prepared by Perumal Murphy Alessi Heritage Consultants dated January 2020 recommends an On-going Maintenance Schedule which outlines maintenance works required to the former Fire station building every year, every 5 to every 10 years or at change of use and every 10 years. Adherence to the Schedule would promote elements retaining its current level of significance and would prevent loss of significance due to the deterioration of fabric.

#### **7.5.8 Interpretation**

*The significance of the existing Fire Station building may be further interpreted on site and enhanced by appropriate methods such as signage, photographs or interpretive displays located in publicly accessible locations.*

#### **Response:**

We recommend the preparation of an Interpretation Strategy and/or Plan – by a suitably qualified heritage consultant – that 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 could be in the form of graphic display, art installations, design features or other interpretive media.

#### **7.6 New Work Policies**

##### **7.6.1 Integration of New Work**

*Any alterations and additions and introduction of new fabric should be undertaken in such a manner that it does not result in a lessening of the cultural significance of the place. New work (adaptation, conservation, repairs and new additions) should be identifiable as such and should, where possible, be undertaken without detracting from any highly significant fabric or spaces. Internal fitouts and changes should allow for flexibility and be reversible.*

#### **Guidelines**

- *Any new work should retain the overall form, single storey scale, height and details of the former Fire Station building.*
- *Any new work should also retain the primary, front side setbacks and visual relationship with William Street.*

- *An open area around the building particularly an open space between the two wings of the building should be retained. New work and additions to the open areas are permissible provided that the fundamental architectural character and sightlines to and from the building and primary facades of the building are retained and are able to be interpreted.*
- *New work should seek to respect and minimise the visual and physical impact to highly significant fabric, features and spaces within the building.*
- *Internally, period detailing should only be used for elements for which there is clear evidence of the original details (either physical or documentary). It is not necessary to invent a period detail, particularly as the building was originally relatively simply finished and detailed.*
- *Any replacement of fabric should ensure minimal damage to the significant building fabric and remaining details.*
- *When a new function is being introduced, a new architectural vocabulary of details and materials may be adopted to complement the existing architectural character.*
- *New work may adopt a contemporary character, provided that the new development is not likely to have a detrimental impact on the primary building form, scale and materials.*
- *Internal alterations should be respectful of the existing building layout and details and should be lightweight and removable.*
- *New internal finishes, floor coverings and paint finishes to walls are permissible. Window details and joinery should also preferably match the existing finish. Reinstatement of the stained and varnished timber finish to painted original windows may be considered.*
- *New suspended ceilings, fixed the existing pressed metal ceilings, should be avoided. The high ceilings should be retained and maintained. Removal of peeling paint and repairs to the pressed metal ceiling and cornices should be undertaken with care.*

**Response:**

***Any new work should retain the overall form, single storey scale, height and details of the former Fire Station building.***

The proposed new work would not alter the form, single storey scale, height and details of the former Fire Station building.

***Any new work should also retain the primary, front side setbacks and visual relationship with William Street.***

The proposed reinstatement of the original door to the primary façade along William Street would improve the historical presentation of the fire station building and enhance the visual relationship with William Street. The proposal does not entail any changes to the front and side setbacks of the fire station building.

***An open area around the building particularly an open space between the two wings of the building should be retained. New work and additions to the open areas are permissible provided that the fundamental architectural character and sightlines to and from the building and primary facades of the building are retained and are able to be interpreted.***

The proposal seeks to retain an open area to the rear of the original building. The legibility of the Fire Station building as a freestanding historical building would be retained within the design of the new development – incorporating a 11 m set back between the original structure and the proposed new structure. This would constitute a sympathetic outcome. Additionally, the new development would be at a reduced height of 10m height plane at parapet to reduce visual impact. The primary façade of the proposed boarding house would incorporate perforated screens to minimise the perceived bulk. Further, the materiality and finishing of the proposed screens would be recessive and visually compatible with the heritage fabric of the fire station building. Further, the proposal would include a staggered built form with stepped-back upper levels. This would significantly reduce its perceived bulk when viewed both from the public domain at William Street and from the proposed internal courtyard. The services to the roof have been redesigned and would be integrated within the volume of the boarding house. This would reduce the visual impact of the proposal on the heritage item and ensure that the fundamental architectural character and significant view lines to and from the building and primary facades of the building would be retained.

***New work should seek to respect and minimise the visual and physical impact to highly significant fabric, features and spaces within the building.***

All works proposed to the fire station building have been carefully considered and would be in accordance to the heritage significance of the building. All proposed works have been limited to only where works would allow the commercial re-use of the fire station of the building as a medical centre thus having minimal visual and physical impact on significant fabric, features and spaces within the building.

***Internally, period detailing should only be used for elements for which there is clear evidence of the original details (either physical or documentary). It is not necessary to invent a period detail, particularly as the building was originally relatively simply finished and detailed.***

Internally, there would be no reinstatement of period details. As outlined in the Schedule of Conservation Works prepared by Heritage 21, all works to the details in the interiors are primarily conservation and repairs of existing significant fabric.

***Any replacement of fabric should ensure minimal damage to the significant building fabric and remaining details.***

A Schedule of Conservation Works has been prepared by Heritage 21 to ensure minimal damage to the significant building fabric and remaining details.

***When a new function is being introduced, a new architectural vocabulary of details and materials may be adopted to complement the existing architectural character.***

New fabric introduced for the conversion of the fire station building to a medical centre would be sympathetic but contemporary. The new material would be readily discernible from original work. The lightweight construction of the internal partition walls would not visually detract from the



original walls. Overall, in our opinion, the new architectural features introduced would complement the existing architectural character.

***New work may adopt a contemporary character, provided that the new development is not likely to have a detrimental impact on the primary building form, scale and materials.***

The new works to the interior would be contemporary and would not have a detrimental impact on the primary building form, scale and materials of the heritage building. The new material would be completely reversible and could be removed in the future without any damage on significant fabric.

***Internal alterations should be respectful of the existing building layout and details and should be lightweight and removable.***

The new internal walls proposed for the division of spaces would replace existing internal walls and would not drastically alter the existing spatial character. The proposed internal walls would be lightweight and would be at a height of 2400mm with a separate ceiling and would not be attached to any fabric. In addition, they could be removed with minimal damage. We note that the proposed internal ramp would not be attached to any fabric of significance.

Where new tiles are proposed to be introduced, the original flooring underneath the existing later addition flooring should be inspected, and its heritage significance should be assessed. If the flooring is of high significance, a 6mm CFC sheet should be introduced between the original floor and the new flooring. Any required tiling can be located on top of the CFC sheeting. This would ensure the retention of the original fabric underneath.

***New internal finishes, floor coverings and paint finishes to walls are permissible. Window details and joinery should also preferably match the existing finish. Reinstatement of the stained and varnished timber finish to painted original windows may be considered.***

Noted. The proposal does not seek to introduce new windows or alter the existing details of the windows.

Where new tiles are proposed to be introduced, the original flooring underneath the existing later addition flooring should be inspected, and its heritage significance should be assessed. If the flooring is of high significance, a 6mm CFC sheet should be introduced between the original floor and the new flooring. Any required tiling can be located on top of the CFC sheeting. This would ensure the retention of the original fabric underneath.

***New suspended ceilings, fixed the existing pressed metal ceilings, should be avoided. The high ceilings should be retained and maintained. Removal of peeling paint and repairs to the pressed metal ceiling and cornices should be undertaken with care.***

The proposal new suspended ceilings would not be attached to the original pressed metal ceilings. The Schedule of Conservation Works prepared by Heritage 21 would details conservation actions regarding the retention and maintenance of the existing pressed metal ceilings and cornices including removal of peeling paint and repairs.

### **7.6.2 Integration of Services**

*The extension or alteration of existing services must be carefully considered and should not have a detrimental impact on the significance of the highly significant building components and spaces as a whole.*

**Response:**

We recommend that all new services and fit out of the new medical centre be free standing and not attached to any significant fabric so as to minimise adverse impact. New services should not be chased into, or penetrate through, the brick walls. This would ensure that proposed services arising from the change in use of the fire station building would not have a detrimental impact on the significance of the highly significant building components and spaces as a whole.

### **7.6.3 Ordinance Compliance & Accessibility**

*Approaches to compliance with building ordinances for the conservation and upgrading and re-use of the building should focus on responding to the spirit and intent of the ordinances if strict compliance would adversely affect the significance. Access solutions should seek to improve accessibility to the building while maintaining the identified significance of the place and minimising adverse heritage impact.*

**Response:**

To comply with the accessibility requirements arising from the change in use of the fire station building to a medical centre, a 35mm threshold external ramp would be installed to the primary façade along William Street. While this may alter the presentation of the fire station building, in our opinion, the visual impact of the ramp would be minimal. Additionally, the ramp would not be fixed to any original brickwork, thus would have minimal adverse heritage impact.

The proposal also includes the introduction of an internal ramp for accessibility requirements. However, we note that the proposed internal ramp would not be attached to any significant fabric. We recommend that the original flooring in the reception underneath the existing later addition flooring should be inspected, and its heritage significance should be assessed. If the flooring is of high significance, a 6mm CFC sheet should be introduced between the original floor and the ramp. The ramp can be located on top of the CFC sheeting. This would ensure the retention of the original fabric underneath the proposed ramp.

The services required for the boarding house, including car parks, disabled access, loading facilities and waste management have been restricted to the rear of the site and within the proposed basement of the new building which would minimise the visual impact of these services on the heritage item. Additionally, the new loading facilities and waste management would be located along the rear lane to the west of the subject site, thus having negligible impact on the fire station building. Additionally, the car parks, commercial bin room and bicycle spaces proposed on the ground level, on the northern side of subject site, have been setback from William Street, thus the streetscape along William Street would remain unaltered. The required parking spaces for the proposed medical centre would be confined to the basement of the proposed boarding house to the rear of the heritage building. A separate commercial bin room for the heritage

tenancy would be located near the fire stair exiting to the William street and would have minimal impact on the fire station building. Additionally, a BCA Capability Statement by MBC Modern Building Certifiers dated December 2019 and Accessibility Assessment Report by Code Consulting Group dated December 2019 has been prepared in support of proposed medical centre use of the existing heritage property.

#### **7.6.4 Signage, External Lighting & Security**

*External signage, lighting and security elements should be in harmony with the overall character of the place and complement the historic character of the building and be carefully integrated to avoid any damage to any significant fabric.*

#### **Response:**

The proposed external signage for the medical centre would utilise the existing signage along the east façade and would not result in further impact on significant fabric of the building. Additionally, we recommend that a Signage Strategy be prepared for the medical centre in accordance with the heritage fabric of the fire station building.

In addition, we also recommend that all new services including lighting and security elements are not to be attached to any significant fabric so as to minimise adverse impact. New services should not be chased into, or penetrate through, the brick walls. Wherever possible, existing services should be used to prevent further damage to the heritage fabric.

### **6.2.6 Response to Council Comments**

Below, we respond to the points raised by Council's Heritage Advisor in an email dated 20 April 2020 and a meeting held on 1 May 2020, regarding the scheme that was lodged under Development Application 413.1 / 2018. Our responses below reflect the amended scheme.

***The current 3D representation be dismissed for the purposes of this assessment.***

**Response** – The 3D representation has been revised and the Cover Sheet (refer to Figure 47 above) depicts an accurate visual relationship between the heritage fire station building and the proposed boarding house.

***The adaptation of the heritage item should be informed by the CMP and should be agreed with Council's Heritage Advisor on site. The adaptation, including all BCA compliance, should then be addressed in the Schedule of Conservation Works prior to the issuing of a construction certificate.***

**Response** – The adaptation of the heritage item is in accordance with the Conservation Management Plan by Perumal Murphy Alessi, dated January 2020, as outlined in Section 6.2.5 above. The Schedule of Conservation works prepared by Heritage 21 dated July 2020 outlines the conservations works required to the fire station building for adaptation, including all BCA compliance.

***The applicant should demonstrate that they have undertaken a wider urban design analysis of the William Street Streetscape in order to determine an appropriately reduced height for the development. It is recommended that the services are integrated into the building volume and that the overall height of the new building be no greater than the midpoint between the southern corner of the northern adjoining building and the neighbouring corner building to the south.***

**Response** – The services to the roof of the boarding house has been redesigned to allow for the roofline to appear less busy, thus reducing the visual bulk to the roof top and integrating the services into the building volume.

***It is recommended that a more appropriate façade treatment is applied to the entire eastern elevation in order to declutter and lessen its visual dominance as a backdrop building. This may be achieved through the application of a decorative metal curtain wall or operable louvres or some form of green / vegetation wall treatment.***

**Response** – The eastern (primary) façade of the proposed development has been redesigned to incorporate decorative metal screens to declutter the presentation of the primary façade to William Street and allow for uniformity of materials across the eastern façade. Further, the perforated screens would reduce the perceived bulk of the boarding house. The colour scheme of the proposed screens would be muted and would allow for the boarding house to remain in the backdrop, allowing the heritage building to stand out.

***The use of Clause 5.10 – Heritage Incentive can only be invoked where a bill of quantities or similar has been prepared by an appropriately qualified quantity surveyor, which outlines that the maintenance of the heritage item is contingent of the proposed development. It is highly likely that the heritage item's future use as a commercial building alone is sufficient to afford its ongoing maintenance. This is reinforced by the fact that the heritage item is intact, appears to be structurally sound, is relatively small and without elaborate features that require attention.***

**Response** – A Cost Plan dated 26 June 2020 has been prepared by Blue Stone Management for the proposed works to the heritage item. According to the Cost Plan, the total cost of carry out conservation works to the fire station building would be approximately \$ 468,193. While we do agree that the ongoing maintenance costs are not likely to be high, Heritage 21 regards the proposal being contingent upon conservation costs which include the following:

- Removal of instructive fabric;
- Conservation of fabric identified as being of high or exceptional significance;
- General repairs of various elements within the building and external elements including pointing, painting, pressed metal ceilings, roof, floors, doors, windows etc
- Façade repairs;
- Removal of lead paint;
- Careful introduction of new services;
- Removal of redundant services;



- BCA compliance; and
- Access.

The above list is indicative of the scope and range of repairs and conservation works required and consistent with the spirit of the incentive clause (5.10.10), it amounts to a willingness by the proponent to undertake the scheduled repairs (refer to the Schedule of Conservation Works prepared by Heritage 21 dated July 2020) in order to ensure a positive outcome for Fairfield Fire Station.

## 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.<sup>26</sup>

#### 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:

- Conservation of the heritage item and restoration to its original condition (including the removal of non-original partition walls and appropriate conservation and restoration of original fabric);
- Demolition of the detracting non-original extension along the western elevation of the heritage item;
- The continued use and maintenance of the heritage item;
- The change of use into a more public (commercial) use which will ensure that the community has increased interaction with the heritage item;
- The design of the building, including the stepped back upper levels, set back from the heritage item, materiality and overall articulation would minimise the overall impact of the proposed development on the heritage item;
- Improvement of the driveways and curtilage and demarcation of the original item from the proposed development; and
- Satisfaction of the five-part test of conservation incentives clause 5.10.10.

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

In our view, there are no aspects of the proposal which could be detrimental to the significance of the subject site, and heritage items in the vicinity. The neutral impacts of the proposal have been addressed above in Section 7.1.1. Recommendations are provided in Section 7.2 below as further mitigation measures.

#### 7.1.3 Alternative solutions which have been considered

Heritage 21 provided heritage advice to the applicant which has been incorporated in the final proposal as described in Section 5.0 and which includes:

- Increase the setback between the fire station and proposed development;

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<sup>26</sup> 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>.

- Remove later addition partition walls which have damaged the original pressed metal ceilings;
- Ensure new partition walls do not attach to or damage the original pressed metal ceilings. New partition walls would be of 2400mm height and a secondary new ceiling would be introduced at 2400mm;
- Where removing parts of original internal walls, retain nibs of at least 450mm and spandrels at a height of 2100mm above;
- The incorporation of a Schedule of Conservation Works as part of the development application outlining measures to conserve and improve the current condition of the fire station that is currently in a state of disrepair and the proposed alternation to the interiors. The Schedule of Conservation Works would also outline proposed works and their related specifications.

In view of LEP Clause 5.10.10, development in the vicinity of a Heritage item or on the land on which a heritage item may be developed if the conservation of the heritage item is facilitated by the granting of consent. This proposal intends to conserve and refurbish the original Fairfield Fire Station that is currently in disrepair subject to a schedule of conservation works (heritage management document) that has been drawn up for the heritage building. The proposed development, at the rear of the site has been set back adequately to ensure that ample curtilage is left between the heritage item and the proposed. However, the rear proposed development does exceed the 9-metre limit to approximately 11 metres. This exceedance is justified on the basis that the additional rent earned from the additional rooms would facilitate the costs of conservation work and ongoing maintenance. Additionally, the proposal also sets back and terraces the development towards the western extent of the subject site in order to ensure that the item has ample space and minimal view impacts.

A detailed Schedule of Conservation Works prepared by Heritage 21 in July 2020 is provided with the application to ensure that works are undertaken at site by the applicant. It is within council's powers to condition that a fixed revenue stream, e.g. a sinking fund, be provided to conserve the building (that being generated from the additional rooms achieved through the exceedance of the building height) or that the conservation works to the fire station take place first to council's satisfaction, prior to the proposed new building being constructed to the rear.

## 7.2 General Conclusion

The proposal seeks to make use of the conservation incentives clause (5.10.10) as outlined in the Fairfield LEP 2013 in order to construct a new boarding house development to the rear of the heritage item which would otherwise exceed the permissible height limit for the site. The assessment carried out in this report has found that the 5-part test of the conservation incentives clause has been satisfied, and it is the assessment of Heritage 21 that the net benefit achieved by the conservation and adaptive reuse of the heritage item – including the removal of the detracting rear addition, and the conservation and maintenance of original fabric – would outweigh any potentially negative heritage impact which may be generated as a result of the proposed new

development to the rear. It is also noted that significant efforts have been made by the design team, with the advice of Heritage 21, to ensure the siting, form, and detailing of the new building is sympathetic to the heritage item, and that such an outcome would allow for the continued legibility of the heritage item as a freestanding Inter-War community building. The proposal would also engender a positive impact on the social significance of the heritage item by opening it up to future commercial use and allowing the public to better appreciate its significance.

It is our assessment that the works proposed to the heritage item would generate a positive impact on its heritage significance, and that the proposed new development to the rear would generate a minimal and not unreasonable impact on its heritage significance. Accordingly, Heritage 21 would recommend that Fairfield City Council view the application favourably on heritage grounds.

### 7.3 Recommendations

To ensure maximum conservation of significance of the subject heritage item, Heritage 21 recommends the following:

- Interpretation Strategy and/or Plan.
- Involvement of heritage tradesmen/architects/consultants during the construction process
- Landscape Plan.
- A Signage Strategy for the medical centre in accordance with the heritage fabric of the fire station building;
- Prior to the commencement of any significant building work in the vicinity of the heritage item, including demolition, excavation and construction, a comprehensive 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;
- All new services and fit out of the new medical centre should be free standing and not attached to any significant fabric so as to minimise adverse impact. New services should not be chased into, or penetrate through, the brick walls;
- The Moravian tiles in the existing bathroom should be retained. No new penetrations should be made. The existing plumbing and floor wastes to be used; and
- In the proposed reception and Suite 1, where new tiles are proposed to be introduced, the original flooring underneath the existing later addition flooring should be inspected, and its heritage significance should be assessed. If the flooring is of high significance, a 6mm CFC sheet should be introduced between the original floor and the new flooring. Any required tiling can be located on top of the CFC sheeting. This would ensure the retention of the original fabric underneath.



## 8.0 SOURCES

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