

COUNCIL ASSESSMENT REPORT
DA-74/2019 - INVERELL POLICE STATION REDEVELOPMENT

ATTACHMENT 6

STATEMENT OF HERITAGE IMPACT



STATEMENT OF HERITAGE IMPACT

**Development Application for Proposed Demolition of Existing Police Station
and replacement with New Police Station and associated parking and garaging
at 109, Otho Street Inverell.**



Prepared for Richmond and Ross Pty Ltd

For Development Application – July 11th 2019

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1.0 INTRODUCTION

1.1 Background

This statement of Heritage Impact is being prepared for the Crown Development Application (Crown DA) for the proposed demolition of the existing Police Station building and associated structures, and construction of new building, usage and associated signage and parking for NSW Police. at 109 Otho Street, Inverell Lot 7012, DP 1153744 . The total site area is 7,693 square metres based on the site survey.

The proposal for this project is the “Crown Development Application (Crown DA) for the proposed demolition of the existing Police Station building and associated structures, and construction of new building, usage and associated signage and parking for NSW Police.”

Address of land affected: is 109 Otho Street, Inverell Lot 7012 DP 1153744. The total site area is 7,693 square metres based on the site survey.

1.2 Location of the Proposal and Proposed Works

The proposal is located within the Police Station boundaries of L07 7012 DP 1153744, a parcel of Crown Land that contains the following items listed on Schedule 5 of the Inverell Local Environmental Plan 2012.

Schedule 5 No:	Item	Address
Item I160 (part of Lot 7012)	Inverell Court House	115-119 Otho Street Inverell
Item I163	Police Residence	4 Rivers Street (corner Campbell and Rivers Street)

The colour coding on the heritage map is shows the whole of Lot 702 DP 1153744 as a heritage item. ¹

¹ Lynch Consulting, 2018, P6

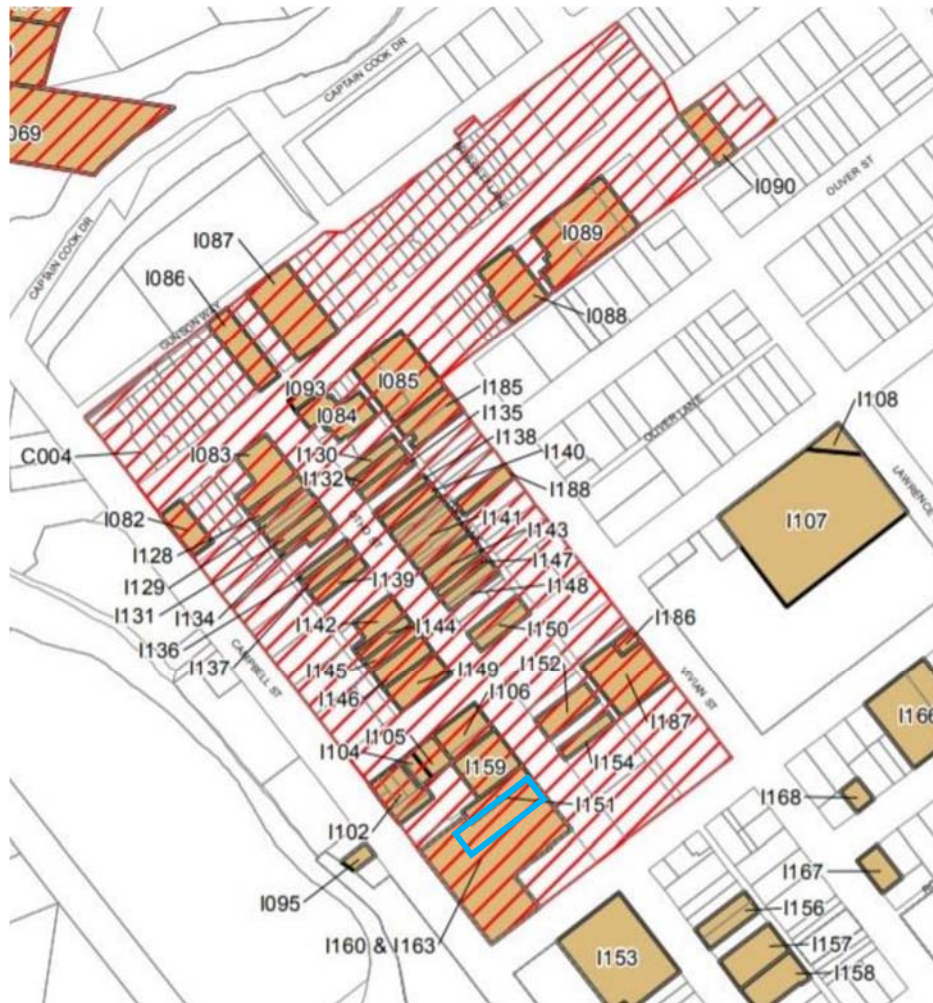


Figure 1 – Extract from the Inverell LEP 2012 Heritage Map 008AA showing the approximate location of the police station, within the Inverell CBD Conservation Area (C004), marked in blue. Source: NSW Legislation website



Figure 2 – Context map showing the location of Lot 7012 DP 1153744 at Inverell outlined in red and coloured yellow. (Source: Lynch Consulting 2018)



Figure 3 – Aerial photograph showing the boundaries of Lot 7012 DP 1153744 coloured red. (Source: Lynch Consulting 2018)

The proposal involves the demolition of the existing police station main building, removal of a canopy used as garaging on the northern boundary and the demolition of one weatherboard cottage and a garage structure on the Campbell Street boundary

The land is within the Inverell Shire Local Government Area and zoned Heritage. It is also

1.3 Objectives of this Report

The Statement of Heritage Impact will have the following objectives.

- To review the statutory framework and constraints for site development
- Assess the heritage impact of the development on adjacent heritage items and the streetscape of Otho Street.
- Provide recommendations for mitigation of heritage impact.

1.4 Authorship

Julie Marler, Principal Landscape Architect and Heritage consultant at Phillips Marler has prepared this report.
Daniel Hughes, Landscape Architect assisted with the photographic record and research

1.5 Limitations

The plan does not consider Aboriginal archaeology.

1.6 Terminology

The terminology used in this report is consistent with NSW Heritage Manual and the Burra Charter.

1.7 Documentary Sources

This report has substantially referenced and used material from Chapter 2 Statutory Controls from *Inverell Police Station Project - Heritage Issues* prepared by Lynch Heritage Consulting in 2018 for the concept stage of the this project.

2.0 STATUTORY FRAMEWORK

1.1 Background

This section of the SoHI sets out the statutory framework and is referenced to the previous report *Heritage Issues Review* prepared by Lynch Consulting which conclusively set out the Police Station building is not heritage listed at state or local level but the following items that are included in Lot 7012 DP 1153744 are listed.

1.2 Heritage Listings

Heritage Listing	Included	Details
Commonwealth Heritage List	No	
NSW Heritage List	No	
NSW Police Force Section 170 register	Yes	Inverell Police Station Office 1 at 62 Campbell Street Inverell Police Station Office 2 at 60 Campbell Street Inverell Residence 3 and 4 River Street.
Attorneys General Department Section 170 Heritage Register		Inverell Court House
Inverell Local Environmental Plan 2012	Yes	Inverell Court House 115-119 Otho Street Police Residence, 4 Rivers Street (corner Campbell and Rivers Street)
National Trust Register	Yes	Inverell Court House

		Classified by the National Trust of Australia (NSW) and part of a group of buildings in Evans and Otho Street and classified as the Inverell Precinct.
AIA Register of Significant Buildings	No	

2.2 Heritage Items within the Vicinity of the Police Station

A number of heritage items are located in Otho Street and are in the vicinity of the Police Station. These items are listed in Schedule 5 of the Inverell LEP 2012.

Item No	Item	Address	Ranking
I151	Former Rural Bank	107 Otho Street	Local
I159	Inverell Post Office	97 Otho Street	State
I106	Inverell Town Hall	5-7 Evans Street (corner of Otho Street)	Local
I154	Colonial Mutual Life Building	136-138 Otho Street	Local
I152	Federation Commercial Building	126 Otho Street	Local
1095	Former Austral Band Hall,	Campbell Street	Local

2.3 Statutory

The site and the development have been assessed and checked against the following legislation:-

2.3.1 Environmental Protection and Biodiversity Conservation Act 1999

The *Environmental Protection and Biodiversity Act 1999* (EPBC Act) is the national Act protecting the natural and cultural environment. The EPBC Act is administered by the Department of Environment and Energy (DEE). The EPBC Act establishes two heritage lists for the management of the natural and cultural environment:

The National Heritage List (NHL) contains items listed on the NHL have been assessed to be of outstanding significance and define "critical moments in our development as a nation".²

The Commonwealth Heritage List (CHL) contains items listed on the CHL are natural and cultural heritage places that are on Commonwealth land, in Commonwealth waters or are owned or managed by the Commonwealth. A place or item on the CHL has been assessed as possessing "significant" heritage value.

A search of the NHL and CHL did not include these heritage items.

2.3.2 NSW Heritage Act 1977

Heritage in NSW is principally protected by the *Heritage Act 1977* (NSW) (Heritage Act) (as amended) which was passed for the purpose of conserving items of environmental heritage of NSW. Environmental heritage is broadly defined under Section 4 of the Heritage Act as consisting of the following items: "*those places, buildings, works, relics, moveable objects, and precincts, of State or Local heritage significance*". The Heritage Act is designed to protect both known heritage items (such as standing structures) and items that may not be immediately obvious (such as potential archaeological remains or 'relics').

No part of the site is listed on the NSW Heritage Register. The Inverell Post Office is a state listed item .

No archaeological assessment has been undertaken for the site. In regards the built environment no heritage approvals are required under the NSW Heritage Act 1977 for development within the vicinity of an item listed on the NSW Heritage Register.

² "About National Heritage" <http://www.environment.gov.au/heritage/about/national/index.html>

2.3.3 Archaeological Management

All “relics” are protected under the Heritage Act, regardless of whether or not the place is listed as a heritage item on a local, State or national level.

A “relic” is defined in the NSW Heritage Amendment Act 2009 as:

Any deposit, artefact, object or material evidence that:

- (a) relates to the settlement of the area that comprises New South Wales, not being Aboriginal settlement, and
- (b) is of State or local heritage significance

Under the NSW Heritage Act 1977 the disturbance or excavation of land containing or likely to contain relics can only take place when an Excavation Permit has been granted by the Heritage Council.

For places listed on the State Heritage Register, an Excavation permit is obtained under Section 60 of the Heritage Act. For all other places, the disturbance of relics requires an Excavation Permit under Section 140 of the Heritage Act.

2.3.4 NSW S170 Heritage and Conservation Registers

NSW S170 Heritage and Conservation Registers

The following buildings on Lot 7012 DP 1153744 have been identified in the NSW Police Force and NSW Attorney General’s Heritage and Conservation Registers prepared under s170 of the *NSW Heritage Act*:

- • Inverell Police Station Office 1 at 62 Campbell Street
- • Inverell Police Station Office 2 at 60 Campbell Street
- • Inverell Residence 3 at 4 Rivers Street
- • Inverell Court House, Otho Street.

Government agencies have responsibilities under Section 170 of the NSW Heritage Act to identify conserve and manage heritage assets owned, occupied or managed by that agency.. Section 170 requires government agencies to keep a Register of heritage items. This listing places an obligation on the responsible public agency to manage the asset in a manner that protects the heritage significance of the place.³

³

2.3.5 Inverell Local Environmental Plan 2012

The demolition and construction of the new Police Station Development Application will be assessed under the statutory regulations noted in Clause 5.10 Heritage Conservation

Clause 5.10 Heritage conservation

Note. Heritage items (if any) are listed and described in Schedule 5. Heritage conservation areas (if any) are shown on the Heritage Map as well as being described in Schedule 5.

(1) Objectives

The objectives of this clause are as follows:

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

(2) Development consent is required for any of the following:

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):

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

(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.

(3) When consent not required

However, development consent under this clause is not required if:

(a) the applicant has notified the consent authority of the proposed development and the consent authority has advised the applicant in writing before any work is carried out that it is satisfied that the proposed development:

(i) is of a minor nature or is for the maintenance of the heritage item, Aboriginal object, Aboriginal place of heritage significance or archaeological site or a building, work, relic, tree or place within the heritage conservation area, and

(ii) would not adversely affect the heritage significance of the heritage item, Aboriginal object, Aboriginal place, archaeological site or heritage conservation area, or

(b) the development is in a cemetery or burial ground and the proposed development:

(i) is the creation of a new grave or monument, or excavation or disturbance of land for the purpose of conserving or repairing monuments or grave markers, and

(ii) would not cause disturbance to human remains, relics, Aboriginal objects in the form of grave goods, or to an Aboriginal place of heritage significance, or

(c) the development is limited to the removal of a tree or other vegetation that the Council is satisfied is a risk to human life or property, or

(d) the development is exempt development.

(4) Effect of proposed development on heritage significance

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

(5) Heritage assessment

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

(a) on land on which a heritage item is located, or

(b) on land that is within a heritage conservation area, or

(c) on land that is within the vicinity of land referred to in paragraph (a) or (b), require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.

(6) Heritage conservation management plans

The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.

(7) Archaeological sites

The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):

- (a) notify the Heritage Council of its intention to grant consent, and*
- (b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.*

(8) Aboriginal places of heritage significance

The consent authority must, before granting consent under this clause to the carrying out of development in an Aboriginal place of heritage significance:

- (a) consider the effect of the proposed development on the heritage significance of the place and any Aboriginal object known or reasonably likely to be located at the place by means of an adequate investigation and assessment (which may involve consideration of a heritage impact statement), and*
- (b) notify the local Aboriginal communities, in writing or in such other manner as may be appropriate, about the application and take into consideration any response received within 28 days after the notice is sent.*

The controls of the *Inverell Development Control Plan (DCP) 2013* may also be applicable to any future development of this site. The relevant heritage controls are:

7.4.12 New Commercial Buildings in Heritage Conservation Areas Outcome

- *To ensure that new commercial development is compatible with, and does not detract from, the character of Heritage Conservation Areas.*

Building Heights and Setbacks

- The height of buildings should reinforce the desired scale and character of the area.
- *Any new buildings within the Inverell CBD or Ashford Town Centre should be constructed on the street alignment without setbacks and orientated towards the street.*
- *A recessed entrance not more than 50% of the street frontage may be appropriate in some circumstances.*

- Any new commercial buildings outside of the Inverell CBD should be constructed to match the existing street alignments to the adjacent properties and orientated towards the street.

Services

- Service structures, and plant and equipment within a site, should be an integral part of the development and should be suitably screened.

On – Site Loading and Unloading

- Facilities for the loading and unloading of service vehicles should be suitably screened from public view and when viewed from the street.

Design of Car Parking areas

- Direct vehicle access from Byron and Otho Streets (within the Inverell CBD Conservation Area) is out of character with the streetscape and is not permitted. All vehicle access is to be from the rear lane. Car parking areas should be located and designed to provide landscaping where practicable to shade parked vehicles and screen them from public view.

Car parking areas should provide for access off minor streets, and for the screening from public view of such car parking areas from surrounding public spaces and areas.

Car Park Structures

Should incorporate a façade designed to complement adjoining buildings in an urban context and be set back from the street frontage and out of view if possible.

Roof Form, Parapet and Silhouettes

- • Where the prevailing pattern of roof forms assists in establishing the character of a townscape, new roof forms should seek to be compatible with the shape, pitch and materials of adjacent buildings.
- • Parapet heights and articulation should be compatible with earlier surrounding buildings.
- • Lightweight materials such as ribbed coloured metals should not be used on vertical wall or parapet surfaces.

- *New verandahs should be based on design principles of traditional verandahs with sloping roofs, galvanised iron and regularly spaced columns.*
- Within the Inverell CBD:

Roof Form, Parapet and Silhouettes

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- *Parapet heights and articulation should be compatible with earlier surrounding buildings.*
- *Lightweight materials such as ribbed coloured metals should not be used on vertical wall or parapet surfaces.*
- *New verandahs should be based on design principles of traditional verandahs with sloping roofs, galvanised iron and regularly spaced columns.*

- Within the Inverell CBD:

- *Parapets are to be constructed of masonry or rendered masonry; – Awnings are to be low pitch and of similar height to adjacent buildings;*
- *Eaves and fascias shall be consistent with the scale and character of the building and adjacent buildings; and*
- *Awning roofing is to be opaque and generally of metal sheeting corrugated in profile.*
- *Parapets are to be constructed of masonry or rendered masonry; – Awnings are to be low pitch and of similar height to adjacent buildings;*
- *Eaves and fascias shall be consistent with the scale and character of the building and adjacent buildings; and*
- *Awning roofing is to be opaque and generally of metal sheeting corrugated in profile.*

7.5 New Development in the Vicinity of Heritage Items

7.5.1. General

Outcome

- *To ensure that new buildings provide a setting for adjoining Heritage Items so that their historical context and heritage significance are maintained.*

Acceptable Solution

- *Development in the vicinity of listed Heritage Items should respect and complement the built form character of those items in terms of scale, setback, siting, external materials, finishes and colour.*
- *New development should have regard to the established siting patterns of the locality.*

- *New development should generally be set back from the building line of the adjoining or adjacent heritage item.*
- *The sensitive selection of materials, colours and finishes is important in terms of achieving compatibility with the heritage items.*

Site Specific Conservation Management Plan

The Inverell Police Station is on the same land parcel as the Inverell Court House. A Conservation Management Plan (CMP) for the Inverell Court House was prepared by John Carr Architects in 1998. It notes:

Section 7.1 General Conservation Policy

7.1.1 To retain and preserve the fabric and setting.

7.1.8 To control works and activities in and around the building and site.

National Trust of Australia (NSW)

The Inverell Court House has been classified by the National Trust of Australia (NSW) and is part of a group of buildings in Evans and Otho Streets that is classified as the Inverell Civic Precinct. The diagram included on the National Trust listing card notes that the modern Police Station is not included in this listing.

The Trust's register is a non-statutory register intended to perform an advisory and educational role. The listing of a place in the Register, known as 'classification', has no legal force. However, it is widely recognised as an authoritative statement of the cultural significance of a place and the opinions of the Trust are sometimes sought when major proposals are being formulated in heritage precincts or in relation to heritage buildings.

2.3.6 Established Significance of the Inverell CBD Conservation Area

The subject site is located within the boundaries of the **Inverell CBD Conservation Area** which is listed as a conservation area of local heritage significance on Schedule 5 of the *Inverell LEP 2012*. The NSW Heritage Inventory contains the following information for database entry number 1820240: ⁴

⁴ Lynch Consulting, 2018.p10

Statement of Significance:

Inverell CBD Heritage Conservation Area is a large conserve precinct displaying a wide variety of public building architecture, commercial buildings and hotels in close proximity.

The group within Otho and Byron streets is of size and quality becoming increasingly rare in country towns and contains a number of outstanding buildings and heritage items.

Description:

Precinct comprising Town Hall - Otho St cnr Evans St; Technical College - Evans St near Otho St; Butler Hall - Evans St near Otho St; CBC Bank - Otho St cnr Evans St; Post Office - Otho St near Evans St; Courthouse - Otho St near Evans St. Empire Hotel - cnr Byron and Campbell St; Inverell Hotel- Cnr of Byron and Otho St; Former bank of NSW (White House) - Intersection of Byron and Otho Street; North West Sadlery near intersection of Byron and Lawrence Street.

The 1960s Police Station buildings do not contribute to the significance of this conservation area.

3.0 ASSESSMENT OF CULTURAL SIGNIFICANCE

3.1 Cultural Assessment Criteria

This cultural assessment will assess the significance of the locally listed heritage items within Lot 7012 DP 1153744.

The items to be assessed are:

Inverell Court House

Inverell Police Station Office 1 at 62 Campbell Street

Inverell Police Station Office 2 at 60 Campbell Street

Inverell Residences at 3 and 4 River Street

In order to do this, the following documents have been used as reference:

- The Burra Charter
- Heritage Act 1977
- Assessing Heritage Significance - NSW Heritage Office
- Conservation Plan (5th addition) - National Trust

3.2 The Burra Charter

The preamble to the Burra Charter provides a rationale for the need to conserve:

Places of cultural significance enrich people's lives, often providing a deep and inspirational sense of connection to community and landscape, to the past and to lived experiences. They are a historical record, important as tangible expressions of Australian identity and experience. Places of cultural significance reflect diversity of our communities, telling us about who we are and the past that has formed us in the Australian landscape. Article One Definitions of the Burra Charter defines many aspects of conservation all of which have resonance on heritage sites. The ones that have the greatest significance to 27 Carina Road Oyster Bay are below.

- 'Cultural significance' means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations meanings, record, related places and objects.

- 'Place' means site, area, land, landscape, building or other work, groups of buildings or other works, and may include components, contents, spaces and views.
- 'Fabric' means all the physical material of the place including components, fixtures, contents and objects
- 'Maintenance' means the continuous protective care of the fabric and setting of a place and is to be distinguished by repair.
- 'Adaptation' means modifying a place to suit the existing use or a proposed use.
- 'New work' means bringing additions to the place which do not distort or obscure the cultural significance, and do not detract from its interpretation and appreciation.

3.2.1 Criterion A - Historic Significance

<i>Guidelines for Inclusion</i>	<i>Guidelines for Exclusion</i>
Shows evidence of a significant human activity;	Has incidental or unsubstantiated connections with
Is associated with a significant activity or historical phase;	historically important activities or processes;
Maintains or shows the continuity of a historical process or activity.	Provides evidence of activities or processes that are of dubious historical importance;
	Has been so altered that it can no longer provide evidence of a particular association.

An item is important in the course of an items cultural or natural history because:

Inverell Courthouse has been associated with the provision of law and justice in the town since 1887 and currently accomodates the District Court. The scale and grandeur of Inverell Courthouse is symbolic of the growing importance of regional towns during the nineteenth century due to expansions in mining and agriculture. The courthouse dates from a key period of expansion of a major public works program in New South Wales during the last three decades of the nineteenth century.

Criterion B -Associative significance

<i>Guidelines for Inclusion</i>	<i>Guidelines for Exclusion</i>
Shows evidence of significant occupation	Has incidental or unsubstantiated connections with historically important people or events.
Is associated with a significant event, person, or group of persons	Provides evidence of people or events that are of dubious historical importance
	Has been so altered that it can no longer provide evidence of particular association

Inverell Courthouse is associated with James Barnet, Colonial Architect of New South Wales from 1862-1890, who was responsible for the design of all courthouses built in NSW during this time.

3.2.2 Criterion C – Aesthetic significance

<i>Guidelines for Inclusion</i>	<i>Guidelines for Exclusion</i>
Shows or is associated with creative or technical achievement	Is not a major work by an important designer or artist
Is the inspiration for creative or technical innovation or achievement.	Has lost its design or technical integrity
Is aesthetically distinctive	Its positive visual appeal or sensory appeal or landmark scenic qualities have been temporarily degraded
Has landmark qualities	
Exemplifies a particular taste style or technology	Has only a loose connection with a creative or

Inverell Courthouse is an outstanding example of Victorian Italianate architecture. The building features many fine details, including round arched windows with key stone mouldings and an impressive, oversized clock tower. Inverell Courthouse is a landmark building in the town and an important element of the town's civic precinct.

1.2.3 Criterion (d) – Social Significance

An item has strong or special association with a particular community or cultural group in NSW (or the local area) for social, cultural or spiritual reasons. <i>Guidelines for Inclusion</i>	<i>Guidelines for Exclusion</i>
Is important for its associations with an identifiable group;	Is only important to the community for amenity reasons
Is important to a community's sense of place.	Is retained only in preference to a proposed alternative.

Inverell Courthouse is likely to have significance for the local community as a long-standing civic institution of the town.

The Inverell Police Station Office 1 is a former Police residence, a humble timber dwelling. As part of a small enclave of police buildings near the intersection of Rivers and Campbell Streets, this building is important for its long and continuous association with the provision of police services in the Inverell area.

3.2.4 Criterion (G) - Representativeness

<i>Guidelines for Inclusion</i>	<i>Guidelines for Exclusion</i>
Is a fine example of its type	Is a poor examples of its type
Has the principal characteristics of an important class or group of items	Does not include or has lost the range of characteristics of a type
Has attributes typical way of life philosophy , custom, significant process, design, technique or activity	
Is a significant variation to a class of items	Does not represent well the characteristics that make up a significant variation of a type
Is part of a group which collectively illustrates a	

3.3 Assessment of Significance

Inverell Courthouse is an impressive example of Victorian Italianate architecture and features many fine details, including round arched windows with key stone mouldings and an oversized clock tower. Inverell Courthouse has been associated with the provision of law and justice in the town since 1887. The scale and grandeur of Inverell Courthouse is symbolic of the growing importance of regional towns during the nineteenth century due to expansions in mining and agriculture. Inverell Courthouse is a landmark building in the town and an important element of the town's civic precinct.

The Inverell Police Station Office 1 is a former Police residence, a humble timber dwelling. As part of a small enclave of police buildings near the intersection of Rivers and Campbell Streets, this building is important for its long and continuous association with the provision of police services in the Inverell area.

The Inverell Police Station Office 2 is a former Police residence. This building is an attractive brick dwelling, dating from the late 19th century. As part of a small enclave of police buildings near the intersection of Rivers

and Campbell Streets, this building is important for its long and continuous association with the provision of police services in the Inverell area.

3.4 Heritage Processes to Retain Significance

There should be recognition of the significance of all the items as described above at Lot 7012 DP 1153744 which should be managed in accordance with conservation processes and principles. This means an ongoing duty of care in the occupation and management of the site to retain cultural significance

3.5 Managing the Built Fabric

Management of the heritage fabric should be considered when demolition and new construction work is taking place as part of this application to protect heritage items.

3.6 Maintenance of the Built Fabric

The current maintenance of the site should be reviewed in the light of the cultural significance of the heritage items within it and regularly evaluated to ensure that the all significant fabric does not deteriorate further and cultural significance is retained.

3.7 Management of Items on the S.170 Register

Government agencies have responsibilities under Section 170 of the *NSW Heritage Act* to identify, conserve and manage heritage assets owned, occupied or managed by that agency. Section 170 requires government agencies to keep a Register of heritage items. This listing places an obligation on the responsible public agency to manage the asset in a manner that protects the heritage significance of the place. S170 of the *NSW Heritage Act* requires the responsible public agency provide a written notification to the NSW Heritage Council of any proposal to remove any item from its s170 Register, transfer ownership, cease to occupy or demolish any building or work that is entered on its register. A minimum of 14 days notice is required.⁵

There appear to be anomalies in the entries in the NSW Police Force Section 170 Register entries for the buildings 60 and 62 Campbell Street. The NSW Heritage Inventory database entry number 4180166 names the item at 62 Campbell Street as *Inverell Police Station Office 1* with an alternate name of *Inverell Lockup*

⁵ Lynch Consulting, 2018 p.5

Residence. However, the Statement of Significance and Physical Description relate to the building at 2 Rivers and the photographs included are of the building at 2 Rivers Street.⁶

Database entry number 4180165 names the item at 60 Campbell Street as *Inverell Police Station Office 2* with an alternate name of *Inverell Econ Rent Residence 2*. However, the Statement of Significance and Physical Description relate to the building at 4 Rivers and the photographs included are of the building at 4 Rivers Street.

Other than those that may be applicable to archaeology, no heritage approvals are required under the *NSW Heritage Act 1977* for development in the vicinity of an item included on a S170 Heritage and Conservation Register.⁷

The design of the new police station has been designed in accordance with the relevant heritage controls found in Development Control Plan (DCP) 2013.

⁶ Lynch Consulting, 2018, p.6

⁷ Lynch Consulting, 2018, P. 5 and 6

4.0 HISTORICAL OVERVIEW

This site history was prepared by Lynch Consulting as part of the Heritage Issues Review of the Inverell Police Precinct and includes some historic images source from the Inverell and District Family Historical Society based at Inverell Library

Inverell Police Station was established by 1851 and appears to have initially been administered from Glen Innes with the NSW Government Gazette of 5 October 1860 noting that on 19 September 1860 the Bench of Magistrates at Glenn Innes has appointed Ordinary Constable John Farnsworth to the position of District Constable at Inverell and John Alexander Martin was appointed as an Ordinary Constable. The appointment was to take effect from 1 October 1860.

A map in Elizabeth Weidemenn's *World of its Own: Inverell's Early Years, 1827-1920*, (refer Figure 4) shows the Police Office was located in Byron Street. It notes that a former butcher shop nearby had been converted to a meeting hall by its owner Henry Morgan and that this was used as Inverell's first Court House and Lockup. The Department of Public Works called for tenders to build a Court and Watch House and on 15 November 1861 advised that the contract had been awarded to Mr James Cheadle 2. Weidermann's map shows this building located in Campbell Street, in the street block bounded by Campbell, Evans, Otho and Rivers Streets.

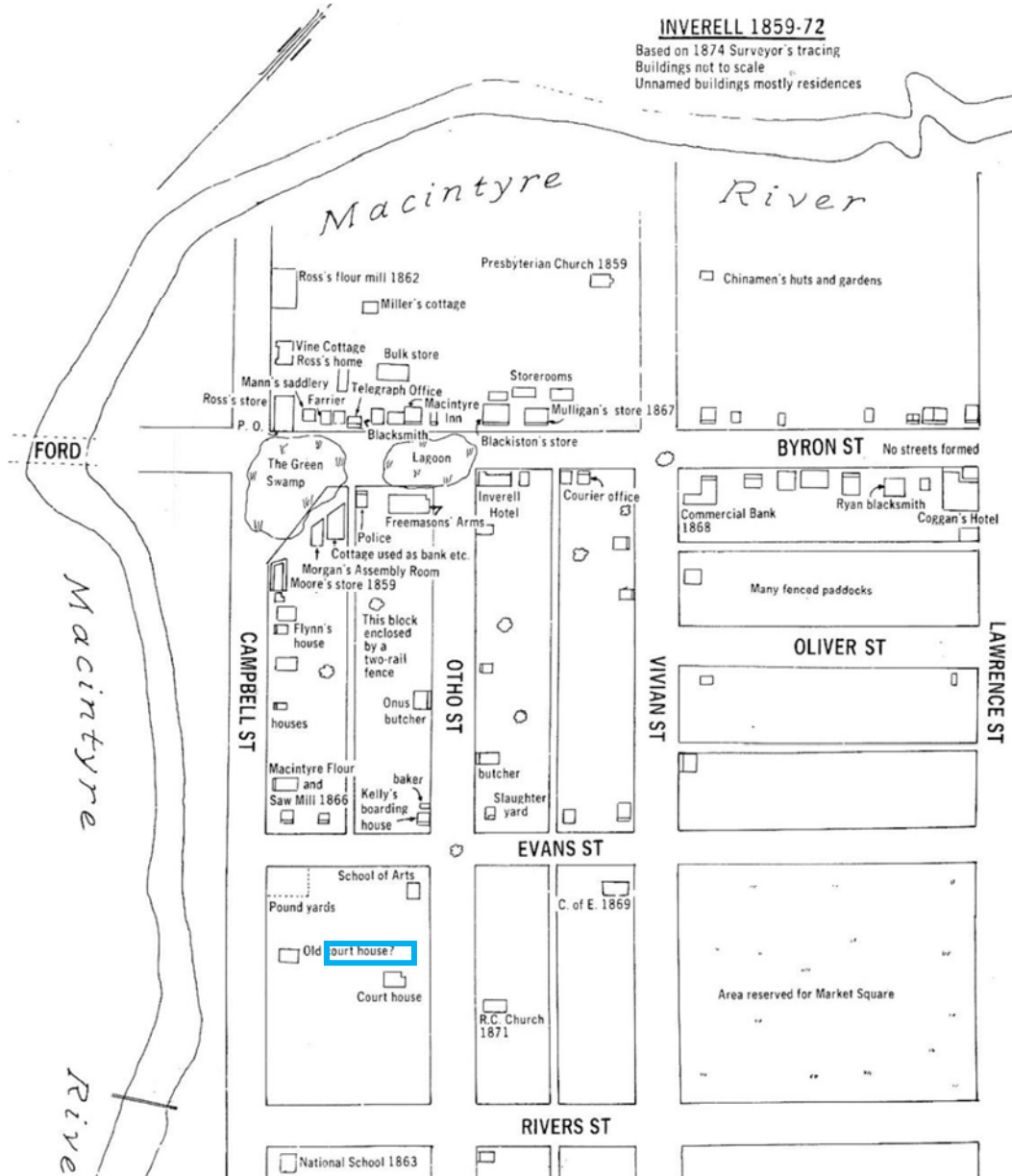


Figure 4 – Map showing the buildings of the Inverell Town Centre constructed between 1859 and 1872 (note buildings are not to scale) with the approximate location of the current Police Station site marked in blue.

Weidemann E, World of its Own: Inverell's Early Years 1827-1920 (Source: Lynch Consulting, 2018)

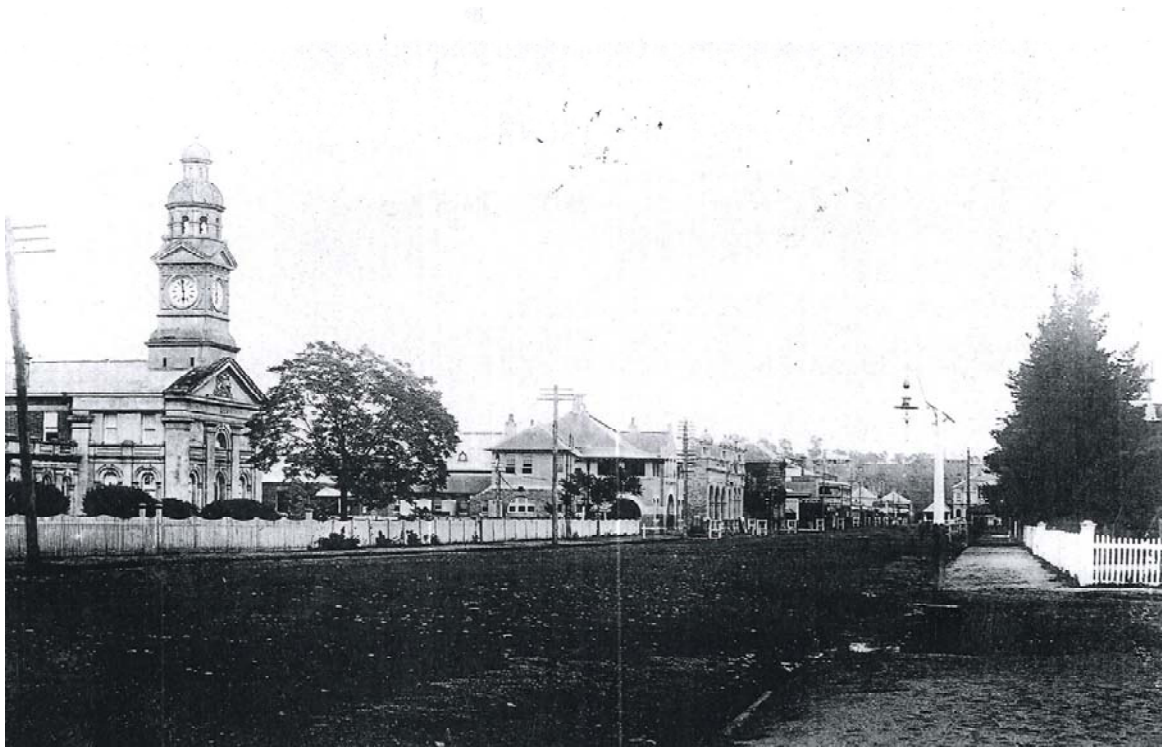


Plate 1 – Otho Street, date unknown with the courthouse building on the left. (*Source:* Inverell District Family History Group)

The Inverell Police Station was moved to the old Court House building in Campbell Street following construction of the first Otho Street Court House. A police sergeant's residence was built at the corner of Otho and Rivers Streets in the early 1870s and second police residence was constructed next door (4 Rivers Street). A police barracks was added to the site in 1876, at the corner Rivers and Campbell Streets. The barracks and sergeant's residence are no longer extant.

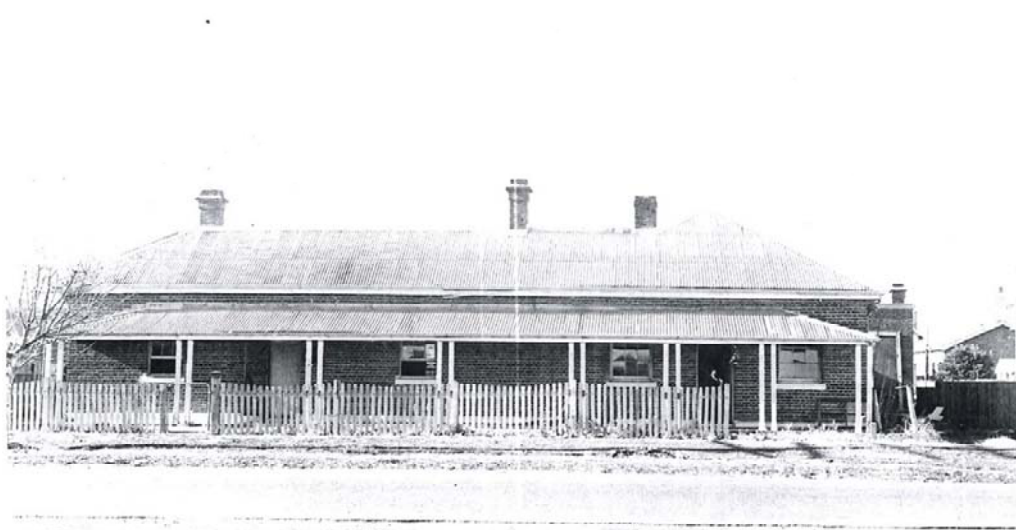


Plate 2 – The police barracks at River Street, date unknown. *Source:* Inverell District Family History Group

When the Court was relocated in 1886 the Police Station was moved into the circa 1870 Court House in Otho Street. It remained in this building until January 1956 when the Station was moved into the former Sergeant's Residence at the corner of Otho and Rivers Streets. The early Court House / Police Station in Otho Street was demolished in 1956 and replaced with the present Police Station which was officially opened in 1961.5 Other buildings on the site include police residences at 2 Rivers Street (construction date unknown) and 60 and 62 Campbell Street (1960) and associated garaging

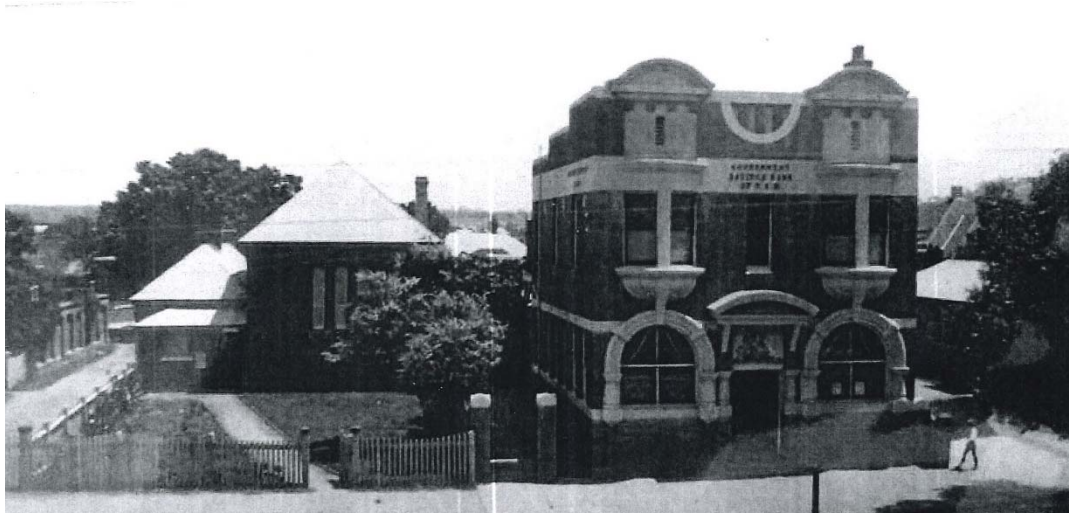


Plate 3 – The former police station building on Otho Street with the government Savings Bank on the right c.1913-33. *Source:* Inverell District Family History Group



Plate 4– The former police station building on Otho Street prior to its demolition c.1956. *Source:* Inverell District Family History Group

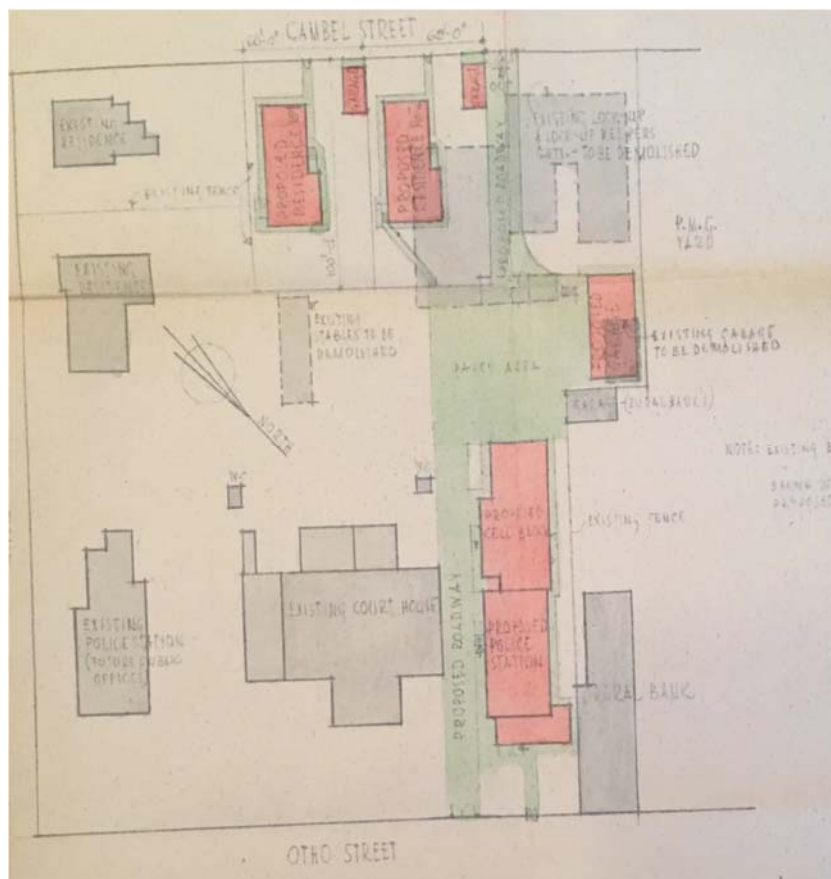


Figure 6 – 1958 site plan showing the buildings on the site at that time, those that were to be demolished and the proposed Police Station and Residences (coloured pink) that were constructed in 1960. Source: NSW Police and Justice Museum Archives



Plate 5— Excavation work for the current police station c.1956-60. (*Source:* Inverell District Family History Group)

5.0 PHYSICAL DESCRIPTION

5.1 Site Description

The area of land that is contained in Lot 7012 DP 1153744, contains several heritage items

5.2 Heritage Items

The heritage items contained within the lot include

Schedule 5 No:	Item	Address
Item I160 (part of Lot 7012)	Inverell Court House	115-119 Otho Street Inverell
Item I163	Police Residence	4 Rivers Street (corner Campbell and Rivers Street)

5.2.1 Inverell Courthouse

Inverell Courthouse was designed by Colonial Architect James Barnet and opened in 1887. A Court of Petty Sessions was proclaimed in Inverell in 1860. Construction of the Inverell Courthouse began in 1885 and the building was completed the following year. Furniture was installed in 1887 and the building was opened that year. The clock tower was added in 1890. The present building is the fourth courthouse at Inverell.

The building is an impressive and grand public building designed in the Victorian Italianate style. The main building, which houses the central courtroom, has a gable pedimented roof which is surmounted by a clock tower. Typical Italianate detailing includes round arched windows with key stone mouldings and simple pilasters dividing the external wall into three bays. Flanking wings have hipped roofs finished with simple gable parapets.

Other accommodation: General office, CLC office, Sherriffs office, Judge/Magistrates Chamber, library, witness room, Crown prosecutor's room, legal room.

Construction: Inverell Courthouse is constructed in rendered brick with hipped roofs clad in corrugated iron. The interiors feature cedar joinery.

Interior materials: Cedar joinery, marble.

Exterior materials: Rendered brick, corrugated iron.⁸

District Court hearings are currently held in Inverell Courthouse.

5.2.2 Police Residence 2 Rivers Street

2 Rivers Street is a single storey weatherboard cottage with a west facing verandah. The original layout of the interior is largely intact. Police uses occupy the building and it linked by pathways to the rest of the site.



Plate 6– 1971 image of the police residence at 2 Rivers Street. (Source: State Heritage Register)



⁸ State Heritage Register

Plate 7– Present day image of the police residence at 2 Rivers Street (Source: Phillips Marler 2019)

5.2.3 4 Rivers Street

The description of 4 Rivers Street in the State Heritage Register is a single storey brick building constructed during the late 19th century for use as a residence. It has a corrugated iron roof with a gable to the front façade beside a verandah.⁹ The interior layout of the residence remains with no change to the original layout. The function of the building is police uses.



Plate 8 – 1971 image of the police residence at 4 Rivers Street. (Source: State Heritage Register)



Plate 9 – Present day image of the police residence at 4 Rivers Street. (Source: Google Maps)

⁹ State Heritage Register

5.2.3 60 Campbell Street

listed in the S.170 as Inverell Police Station Office 1 (also known as Inverell Econ Residence No 2).

This building is a single storey weatherboard building elevated from the ground with a small porch and steps leading to the front door supported by a brick wall. Adjacent to this building to the north-west is a small garage. The interior of the building remains the original floor plan with minor modifications for police uses.

5.2.4 62 Campbell Street - known as Inverell Police Station Office 2

A single storey weatherboard house with shuttered windows and a small porch with concrete steps leading to the front door. It is a mirror image of No 60 Campbell Street. The interior of the building remains substantially the original floor plan with minor modifications for police uses.

6.0 HERITAGE IMPACT ASSESSMENT

6.1 Background

The potential heritage impact is assessed below in response to DC

The new Police Station design is consistent with the controls of the *Inverell Development Control Plan (DCP) 2013*. The heritage controls are in 7.4.2 as set out in Part 2 of this report and are repeated below with the relevant design response and impact statement.

6.2 Design Responses

6.2.1 New Commercial Buildings in Heritage Conservation Areas Outcome

To ensure that new commercial development is compatible with, and does not detract from, the character of Heritage Conservation Areas.

The proposed development fits within the physical and aesthetic constraints in the heritage street scape of government and public buildings that currently exist in Otho Street. The replacement police station at Inverell has been designed to meet the functional requirements of NSW Police Force going into the 2020s' and beyond. Police stations, by their nature, have prominence in the community, provide significant post disaster functions and are expected to have a certain gravitas. The building design has to respond to the ongoing security issues for Police and Government buildings that we as a society now face into the foreseeable future.

The entry also includes a new ramp forming the main access to the front entry of the station. On the streetscape of the ramp, planting is intended including one tree *Acer rubrum* 'Bowhall' - a deciduous tree with a narrow pyramidal, symmetrical form. The foliage of the tree will compliment the façade of the building. shrubs and ground covers to provide texture and flowering will be included in the design.

6.2.2 Acceptable Solution

Building Heights and Setbacks

The height of buildings should reinforce the desired scale and character of the area.

Any new buildings within the Inverell CBD or Ashford Town Centre should be constructed on the street alignment without setbacks and orientated towards the street.

A recessed entrance not more than 50% of the street frontage may be appropriate in some circumstances.

Any new commercial buildings outside of the Inverell CBD should be constructed to match the existing street alignments to the adjacent properties and orientated towards the street.

The existing building is of a similar height to the adjacent buildings and will be set back on the same alignment as the existing building. The building has been designed to strictly meet the Police Building Design Guidelines. The base structure is proposed to be concrete panel and frame construction. This material choice gives both physical security and flood compatibility coupled with high durability of the fabric. This material choice offers a contemporary feel to the building as well as physical security and flood compatibility.

Services

-Service structures, and plant and equipment within a site, should be an integral part of the development and should be suitably screened.

Services and structures are contained within a roof space, including air conditioning condenser plant. Power will be placed underground and the only visible service element will be fire hydrants on Otho Street.

On – Site Loading and Unloading

Facilities for the loading and unloading of service vehicles should be suitably screened from public view and when viewed from the street.

The unloading and loading of service vehicles will effectively take place within the large car park and garaging space accessed from Campbell Street. A van dock is proposed between the eastern extension of the Courthouse and the proposed police station. A metal roller door is required on the northern elevation of the van dock. This will completely screen all activities in the police car park area to the street.

Design of Car Parking areas

Direct vehicle access from Byron and Otho Streets (within the Inverell CBD Conservation Area) is out of character with the streetscape and is not permitted. All vehicle access is to be from the rear lane. Car parking areas should be located and designed to provide landscaping where practicable to shade parked vehicles and screen them from public view.

Car parking areas should provide for access off minor streets, and for the screening from public view of such car parking areas from surrounding public spaces and areas.

The dedicated parking and garaging for police vehicles is accessed from Campbell Street only and will not be visible from Otho Street.

Car Park Structures

Should incorporate a façade designed to complement adjoining buildings in an urban context and be set back from the street frontage and out of view if possible.

Car port structures proposed in the upgraded car park area accessed from Campbell Street, will have an open form and are not proposed for street frontages and will be out of view.

Roof Form, Parapet and Silhouettes

Where the prevailing pattern of roof forms assists in establishing the character of a townscape, new roof forms should seek to be compatible with the shape, pitch and materials of adjacent buildings.

The single pitch roof form is designed to contrast to the complex roof forms of the Courthouse complex and the recessed roof form of the Rural Bank Building.

Parapet heights and articulation should be compatible with earlier surrounding buildings.

The proposed parapet heights have been designed to match the Courthouse to the east and the Rural Bank to the east.

Lightweight materials such as ribbed coloured metals should not be used on vertical wall or parapet surfaces.

No lightweight materials as façade treatments or parapets are proposed for this development.

New verandahs should be based on design principles of traditional verandahs with sloping roofs, galvanised iron and regularly spaced columns.

There are no verandahs proposed for this development

Parapets are to be constructed of masonry or rendered masonry;

The parapets are masonry.

Awnings are to be low pitch and of similar height to adjacent buildings;

The only awning is to the front of the building which designed to be of a similar height to the Courthouse and the Rural Bank building

*Eaves and fascias shall be consistent with the scale and character of the building and adjacent buildings;
and*

The eaves proposed on the new building will shelter the front entry and be consistent with the scale and character of adjacent buildings.

6.2.3 New Development in the Vicinity of Heritage Items

To ensure that new buildings provide a setting for adjoining Heritage Items so that their historical context and heritage significance are maintained.

The new police station building replaces the existing police station on the same footprint and will have no impact on the context or cultural significance of adjoining heritage items.

Development in the vicinity of listed Heritage Items should respect and complement the built form character of those items in terms of scale, setback, siting, external materials, finishes and colour.

The built form respects and complements the built form and character of heritage items within the vicinity of the new development and will have no impact in terms of scale, setback, siting, external material, finishes and colour.

New development should have regard to the established siting patterns of the locality.

The proposed development will have no impact on the siting patterns of the locality as the new building is located on the same site as the current police station and will have the same use and function.

New development should generally be set back from the building line of the adjoining or adjacent heritage item.

The proposed development will be setback on the same alignment as the existing building and will have no impact on the setback and alignment of the neighbouring buildings.

The sensitive selection of materials, colours and finishes is important in terms of achieving compatibility with the heritage items.

The selection of materials for the façade and west facing elevation of the new building will have no impact on surrounding buildings or streetscape. The colour palette is generally grey for the building facades and

white for the roof. The façade has been designed to have a bold, yet textured appeal to the front of the building. The composition of the panels which is inspired by the chequered band of police branding will form the front façade and east elevation. The panels will be light honed and grit blasted concrete in natural colours to provide contrast to the existing courthouse. A 10mm rebate will provide relief in the precast slab panel.

The placement of windows is designed to fit with the facade panels through regular spacing along the panels to demonstrate consistency. To soften the concrete and provide textural contrast, the use of timber boarding on the wall next to the entry continues up across the soffit to provide a warmer contrast to the concrete panels.

7.0 RECOMMENDATIONS

The site includes heritage items that are listed on Schedule 5 of Inverell Local Environmental Plan 2012 as of local significance as well as items that are listed on the S.170 Register.

The report has found that there will be impact to the following heritage item:-

60 Campbell Street Inverell Police Station 1 and associated garage - to be demolished as part of the new works.

There is potential for impact to the following heritage item:-

- Inverell Courthouse – construction within close proximity of the Courthouse eastern elevation

Recommendation 1 - Photographic Record

In accordance with Heritage Council guidelines a photographic record of the interior and exterior of 60 Campbell Street should be undertaken and stored in an appropriate archive for future understanding of the building and its interior, prior to demolition.

Recommendation 2 - Protection of the Courthouse during construction

The demolition of the old Police Station and the construction of the new Police Station have potential to impact the Courthouse. Appropriate protection to the whole elevation should be considered to prevent damage.

Recommendation 3 – Construction Management Plan

A Construction Management Plan as set out in Appendix 1 will be required to comprehensively protect the heritage fabric of the Inverell Courthouse and ensure that the management of the site during demolition and construction will take the utmost care of this significant heritage item.

8.0 REFERENCES

Assessing Heritage Significance, NSW Heritage Office 2001

Icomos Burra Charter, Australia ICOMOS 2013

State Heritage Inventory

Inverell Police Station Office 1

www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=4180166#ad-image-0*The Australia*

Inverell Police Station Office 2 (including information on 4 Rivers Street)

www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=4180165

Inverell Court House

www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=3080071

Lynch Consulting, *Inverell Police Station, Heritage Issues Review*, 2018

Date: 11 July 2019
Job ref: 190077

INVERELL POLICE STATION – NEW BUILD DESIGN STATEMENT

The replacement police station at Inverell has been designed to meet the functional requirements of NSW Police Force going into the 2020's and beyond. Police stations, by their nature, have prominence in the community, provide significant post disaster functions and are expected to have a certain gravitas.

The building proposed fits within the physical and aesthetic constraints in the heritage street scape of government and public buildings that currently exist in Otho Street. The building design has taken into account the ongoing security issues for Police and Government buildings that we as a society now face into the foreseeable future.

The building has been designed to strictly meet the Police Building Design Guidelines. The base structure is proposed to be concrete panel / frame construction. This material choice gives both physical security and flood compatibility coupled with high durability of the fabric.

The building finishes have been informed by the material choices, light hone and grit blasted concrete in natural colours have been patterned on the panels to mirror the Police "Gingham" while the foot print and extent has been adjusted to sit away from and be behind the existing court house. A bolder street frontage with a larger eave overhang provides direction of the public entry.

Fencing to all boundaries will be enhanced and entry restrictions to the balance of the site will be increased to meet the ongoing security requirements. To avoid the appearance of a monolithic nature of such a fence on the secondary frontage, articulation is proposed with the auto entry gate inset 3m from the main fence line. Further softening of the fence has been achieved with the use of contrasting colours for the straight runs of fencing. These contrasting colours have been chosen to be sympathetic to the heritage aspects of this secondary frontage.

Date: 11 July 2019
Job ref: 190077

INVERELL POLICE STATION – NEW BUILD CONSTRUCTION MANAGEMENT PLAN (CMP) FRAMEWORK

The contractor awarded with the works for the new build of Inverell Police Station will be required to prepare and submit, for approval, a detailed and comprehensive Construction Management Plan (CMP) which addresses as a minimum, the following matters in no particular order:

- Pre works dilapidation assessment of all adjacent buildings
- Risk Matrix for the proposed works in particular with respect to heritage protection
- Remedial action plan in event of any issues with heritage items
- Demolition process for existing Police station/ site features
- Dust and vibration protection/ management of the adjacent heritage buildings, Court House & Bank
- Crane locations and lift paths to minimise lifting over
- Site storage and access
- Temporary servicing and service relocations
- Erosion and sediment controls

It is expected that dust fencing and physical barriers will be provided as part of the CMP controls.

The design has considered the protection of the Court House and other heritage items and proposes to utilise the following design initiatives to assist the builder:

- Screw pile footings with waffle slab floor to limit excavation and filling on site so as to limit dust generation
- Off site construction of key building elements to minimize time on site
- Selection of materials and finishes which do not require significant on site preparation/ vibration eg concrete pavements in lieu of asphalt adjacent court house
- Works area has been located as far as practicable from the main heritage items.