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URBIS

HERITAGE IMPACT STATEMENT

149-163 Milton Street,
Ashbury

Prepared for

THE TRUSTEE FOR ASHBURY FMBM UNIT TRUST

C/O FELIX MILGROM

9 September 2020

URBIS STAFF RESPONSIBLE FOR THIS REPORT WERE:

Associate Director	Fiona Binns, B Arts, M Arts (Curatorial Studies)
Heritage Assistant	Annabelle Cooper, B Arts, M City Planning
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EXECUTIVE SUMMARY

Urbis has been engaged to prepare the following Heritage Impact Statement to accompany a Development Application (DA) to be lodged with Canterbury Bankstown Council for the development of land at 149-163 Milton Street, Ashbury. The Development Application follows a Planning Proposal to rezone land at 149-171 Milton Street, Ashbury from IN2 Light Industrial to R4 High Density Residential, to amend the floor space ratio control from 1:1 to 1.1:1 and introduce height controls ranging from 8.5 to 21. Urbis prepared a Heritage Impact Statement in 2015 for the re-zoning of the site. The Planning Proposal was endorsed in 2019 and Amendment No. 18 to the Canterbury Local Environmental Plan 2012 and amendments to the DCP 2012 have recently been gazetted.

The subject Development Application is intended to reflect the land uses and building envelopes made permissible by the previous Planning Proposal and rezoning for the site, in line with the subsequent LEP amendment and the accompanying site-specific development control plan (DCP) for the site. The subject proposal comprises residential flat buildings and multi-dwelling units.

The subject site is not an item of heritage significance under schedule 5 of the Canterbury Local Environmental Plan (LEP), 2012. It is however located adjacent to the Ashbury Heritage Conservation Area (HCA1). The following Heritage Impact Statement is therefore required to be submitted as part of the pending Development Application and is required to assess the potential heritage impacts of the proposed redevelopment on the adjacent HCA.

The assessment carried out in this report finds that the proposed development at 149-163 Milton Street, Ashbury is considered to be generally sympathetic to the established development along Milton Street and the broader Ashbury Heritage Conservation Area. The following points, summarised from the assessment of impact in Section 5.0 of this report, speak to the compatible nature of the design:

- The proposal includes demolition of the extant warehouse development on the site. The industrial development is not of heritage significance and does not contribute to the adjacent HCA, rather it may be argued to detract, noting that the development is inconsistent in its form, siting and relationship to Milton Street.
- The scale of development is consistent with that envisaged by the site specific DCP and Planning Proposal.
- The subject development has considered the proximate heritage conservation area in the overall massing of the site, locating lower scale 2-3 storey built forms on the eastern and northern site boundaries where these adjoin residential streetscapes of single dwelling houses. Generous setbacks (12m from the northern site boundary) and modulated built forms – e.g. the setback third floor of buildings D1 and D2 further assist to break down the massing of new development.
- Development elsewhere on the site is of higher density but remains reasonably scaled between three and six storeys with the tallest buildings B and C (6 and 5 storeys respectively) being located on the western portion of the site, adjacent to the oval and distanced from the HCA, these will appear as a backdrop of development above the lower scale buildings adjoining the HCA or in the backdrop of views across the oval from the south and west. The proposal also retains existing mature trees along the boundary of the oval, which will assist to soften views of development and define the edge of the oval. To facilitate this, setbacks from the western boundary have been increased to 8m (6m in the DCP).
- In particular the proposed development incorporates a highly considered response in the design of the townhouses (buildings F1, F2 and F3) fronting Milton Street, immediately adjacent to the HCA (although not within it). This is achieved through sympathetic scale and references to the traditional form and materials of the characteristic Inter-war bungalow and Federation cottage dwellings which predominate the conservation area.
- It is noted that building has F has been further broken down in scale, when compared to the DCP, with an additional break along Milton Street and an additional break at the corner of Milton/ New Street. The breaks are also scaled to associate with the rhythm and scale of the dwellings, i.e. 6m in width. This assists to break up the scale and reduces the scale as proposed in the DCP.
- Although the townhouses are repetitious in their form, variations are intended to achieve the fine grain detail and nuances in much the same way variation is achieved in the common bungalow typologies of the HCA. There are variations in fences, landscaping and timber species selection which will assist to break up the consistency. End terraces also employ a different window treatment which creates variation.

It is therefore concluded that the proposal has been developed with a thorough consideration of the existing heritage context and has adopted sympathetic design strategies throughout to provide a well-mannered interface and ensure an appropriate transition from the established Ashbury HCA and intensified new development. The proposed development would therefore have no significant impact on the heritage significance of the Ashbury HCA and in fact improves on the current circumstance.

The proposal has therefore been supported on heritage grounds and is recommended to the consent authority for approval.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged to prepare the following Heritage Impact Statement to accompany a Development Application (DA) to be lodged with Canterbury Bankstown Council for the development of land at 149-163 Milton Street, Ashbury. The Development Application follows a Planning Proposal to rezone land at 149-171 Milton Street, Ashbury from IN2 Light Industrial to R4 High Density Residential, to amend the floor space ratio control from 1:1 to 1.1:1 and introduce height controls ranging from 8.5 to 21. Urbis prepared a Heritage Impact Statement in 2015 for the re-zoning of the site. The Planning Proposal was endorsed in 2019 and Amendment No. 18 to the Canterbury Local Environmental Plan 2012 and amendments to the DCP 2012 have recently been gazetted.

The subject Development Application is intended to reflect the land uses and building envelopes made permissible by the previous Planning Proposal and rezoning for the site, in line with the subsequent LEP amendment and the accompanying site-specific development control plan (DCP) for the site. The subject proposal comprises residential flat buildings and multi-dwelling units.

The subject site is not an item of heritage significance under schedule 5 of the Canterbury Local Environmental Plan (LEP), 2012. It is however located adjacent to the Ashbury Heritage Conservation Area (HCA1). The following Heritage Impact Statement is therefore required to be submitted as part of the pending Development Application and is required to assess the potential heritage impacts of the proposed redevelopment on the adjacent HCA.

1.2. HERITAGE LISTING

The land at 149-163 Milton Street, Ashbury is not a listed item under Schedule 5, Environment and Heritage under the Canterbury LEP 2012. The subject land is not located in proximity to any neighbouring heritage items. The site is, however, located adjacent to the Ashbury Heritage Conservation Area (HCA1), demonstrated in the heritage map below (Figure 1). The site adjoins the Inner West Local Government Area to the north.

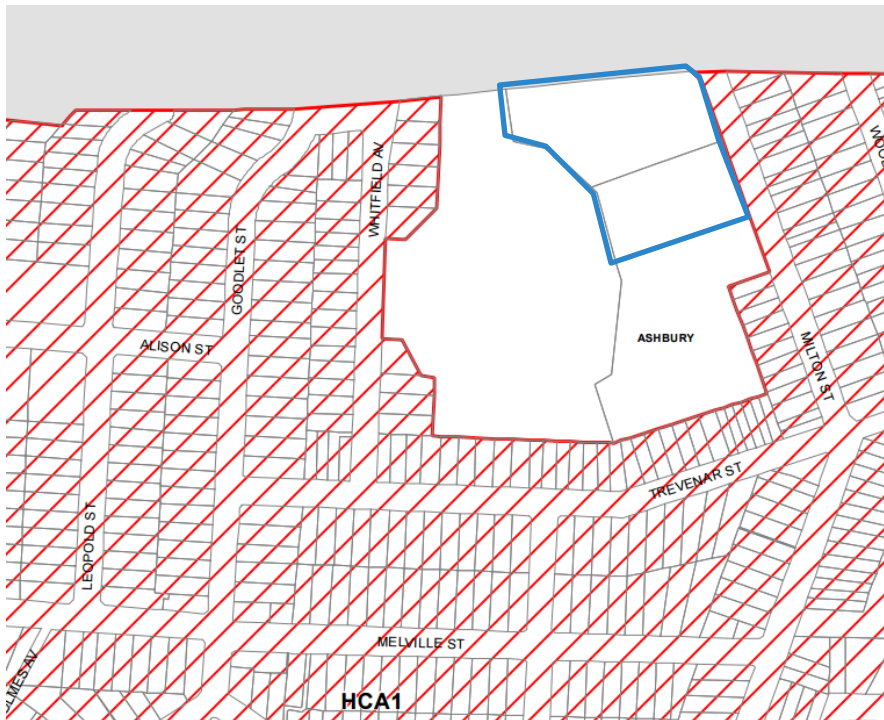


Figure 1 - Extract from heritage map showing the location of the subject site (outlined in blue).

Source: Canterbury LEP, 2012, Heritage Map_006.

1.3. SITE LOCATION

The site is located at 149-163 Milton Street, Ashbury. The subject land is north-east of WH Wagener Oval, east of Whitfield Ave. The site also adjoins the inner West LGA to the north.



Figure 2 – Location map, boundaries of subject site indicated in red.

Source: SIX Maps, 2020 with Urbis overlay.

1.4. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Division guidelines 'Assessing Heritage Significance', and 'Statements of Heritage Impact'. The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the Canterbury Local Environmental Plan 2012 and the Canterbury Development Control Plan 2012.

1.5. AUTHOR IDENTIFICATION

The following report has been prepared by Annabelle Cooper (Heritage Assistant). Fiona Binns (Associate Director) has reviewed and endorsed its content.

Unless otherwise stated, all drawings, illustrations and photographs are the work of Urbis.

1.6. THE PROPOSAL

The proposal entails the demolition of existing buildings located on the approved building envelope located at 149-163 Milton Street Ashbury, in preparation for re-development of the land as a contemporary multi-dwelling unit precinct. The development is to include the construction of 13 two storey townhouses clustered in groups of 3-5 located along the eastern boundary of the site fronting east onto Milton Street, and three storey townhouses adjoining the northern site boundary, adjoining the Ashbury Heritage Conservation Area.

The following heritage impact statement is based on plans provided by SJB Architects, details of which are reproduced below; for further details, the full set of plans submitted with the development application should be consulted.

Table 1 – DA Drawing Documentation, dated 28.07.20

Title	Drawing No.	Revision	Date
Cover	0001	4	27.08.20
Site Plan – Context	0002	4	27.08.20
Site Plan – Analysis	0004	4	27.08.20
Overall Plan – Basement	0101	4	27.08.20
Overall Plan – Ground Floor	0110	4	27.08.20
Overall Plan – Level 1	0111	4	27.08.20
Overall Plan – Level 2	0112	4	27.08.20
Overall Plan – Level 3	0113	4	27.08.20
Overall Plan – Level 4	0113	4	27.08.20
Overall Plan – Level 5	0115	4	27.08.20
Overall Plan – Roof	0116	4	27.08.20
Building A	0201	4	27.08.20
Building B – Sheet 1	0211	4	27.08.20
Building B – Sheet 2	0212	4	27.08.20
Building C – Sheet 1	0221	4	27.08.20
Building C – Sheet 2	0222	4	27.08.20
Building D – Sheet 1	0231	4	27.08.20

Title	Drawing No.	Revision	Date
Building D – Sheet 2	0232	4	27.08.20
Building D – Sheet 3	0233	4	27.08.20
Building E	0241	4	27.08.20
Building F – Sheet 1	0251	4	27.08.20
Building F – Sheet 2	0252	4	27.08.20
Elevations – North & East	0501	4	27.08.20
Elevations South & West	0502	4	27.08.20
Elevations – Internal Sheet 1	0503	4	27.08.20
Elevations – Internal Sheet 2	0504	4	27.08.20
Elevations – Internal Sheet 3	0505	4	27.08.20
Sections – Sheet 1	0601	4	27.08.20
Sections – Sheet 2	0602	4	27.08.20
Apartment Plans – Building A & E	1401	4	27.08.20
Apartment Plans – Building B	1402	4	27.08.20
Apartment Plans – Building C	1403	4	27.08.20
Apartment Plans – Building D	1404	4	27.08.20
Apartment Plans – Building F	1405	4	27.08.20
Adaptable Apartment – Typical	1406	4	27.08.20
Materials and Finishes – Milton Street Façade	2201	4	27.08.20
Materials and Finishes – Terraces A & E	2202	4	27.08.20

Title	Drawing No.	Revision	Date
Materials and Finishes – Building B & C	2203	4	27.08.20
Demolition Plan	2501	4	27.08.20
GFA Plan	2901	4	27.08.20
GFA Plan	2902	4	27.08.20
Schedules	2903	4	27.08.20
LEP Height Plane Compliance	2910	4	27.08.20
Open Space	2940	4	27.08.20
Shadow Diagrams (Winter Solstice)	3001	4	27.08.20
View From Sun (Winter Solstice)	3002	4	27.08.20
SEPP 65 Analysis – Solar Access	3011	4	27.08.20
SEPP 65 Analysis – Cross Ventilation	3021	4	27.08.20
Photomontage	4001	4	27.08.20
Photomontage	4002	4	27.08.20
Photomontage	4003	4	27.08.20

2. SITE DESCRIPTION

The suburb of Ashbury is located south of Ashfield and north-east of Canterbury. Milton Street is a moderately busy two-lane street. It contains on-street parking on the eastern and western sides of the road. Milton Street functions as a main arterial road extending through the suburb of Ashbury. Milton Street contains minimal landscaping, limited to some mature street tree plantings and turf strips flanking the footpaths.

The subject site is located immediately north-east of WH Wagener Oval. It forms part of a collection of warehouses situated along Milton Street. The subject site is occupied by the northern-most group of buildings. The site occupies an irregular shaped lot, fronting east onto Milton Street and adjoining residential development to the north and warehouse buildings to the south. There is pedestrian and vehicular access to the site from Milton Street.

The subject site encompasses an area of approximately 16,220sqm. It currently contains five substantial warehouse/ commercial buildings, typically of three storeys, all of which were constructed c. 1960s onwards. The remainder of the site comprises a number of associated carparking areas, with some landscaping present along the boundaries of the site. There are also parking bays extending north from the buildings bordering the residential block to the north of the site. The site contains several mature tree plantings within the parking bay areas. The northern parking bays are accessed via Milton Street, north of the existing building located onsite.



Figure 3 –Aerial view of the subject site – view south east with the oval shown at the bottom right of the image

Source: [<http://www.afr.com/real-estate/global-heavyweight-utc-moves-sydney-hq-20150416-1mlavy>]

At the northeast corner of the site and fronting Milton Street is a redbrick masonry construction with a glazed façade to the street, articulated into bays. The northern façade of the building incorporates bays of vertically proportioned windows. The building is setback from the public footpath by simple brick garden beds containing sections of lawn. To the south there is a pair of blond brick utilitarian warehouse buildings. On the western / rear portion of the site there is a large warehouse with a series of low-pitched saw-tooth roof and an attached gabled roof store building, linked via a walkway. These buildings suggest a later 20th century construction. A fifth and smaller warehouse is located at the northwest corner of the site adjoining the boundary of the WH Wagener Oval.



Figure 4 – Principal façade of the redbrick building to Milton Street

Source: [Google Maps]



Figure 5 – Northern façade of the redbrick warehouse building

Source: Urbis, 2020



Figure 6 – View of the two southern warehouse buildings from Milton Street

Source: Urbis, 2015



Figure 7 – Northern façade of the southern warehouse, fronting Milton Street

Source: Urbis, 2015



Figure 8 – Warehouse building in the central section of the site, with the redbrick store beyond

Source: Urbis, 2015



Figure 9 – One of the late 20th century utilitarian store buildings on the site

Source: Urbis, 2015



Figure 10 – View of the carparking area and tree plantings

Source: Urbis, 2020

Located south of the subject site on the western side of Milton Street are more commercial sites followed by a series of Inter-war bungalows, marking the beginning of the Ashbury Heritage Conservation Area (HCA1). The eastern side of Milton Street also forms part of HCA1 and is dominated by low-rise residential buildings including Inter-war bungalows and Federation cottages. The dwellings are typically setback from the street with landscaped front yards. South of the subject site, on the western side of the road is a bus stop and shelter.

The Ashbury HCA is characterised by single dwelling houses of one to two storeys. The main development of Ashbury occurred after World War I in the form of a number of estates. Therefore, within the HCA, the houses and allotments range in size from large through medium to small with the majority being medium in size. Housing in the area consists predominantly of 1920s Californian Bungalows and was developed in the same period giving a consistent streetscape. The consistency in design, materials, form and distinct streetscape character is predominantly evident along First, Second, Third, Roslyn, Crieff, Allibone, Forbes and Leopold Streets. Housing along Milton Street includes a variety of early 20th century bungalow dwellings, of varying detail, materiality (facebrick and weatherboard) and integrity. There has been some contemporary overlay including two storey dwellings.

Milton Street is typical of the HCA in that it features street trees creating a leafy environment and quality streetscape setting, with houses typically setback from the street with landscaped front yards. The nearby W.H Wagener Oval is one of several parks/ recreational areas within the HCA.¹

¹ <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>



Figure 11 – WH Wagener Oval, location of former brick pit associated with Ashfield Brick Company.

Source: Urbis, 2020



Figure 12 – Example of traditional bungalow dwellings located along Milton Street.

Source: Urbis, 2020



Figure 13 – Example of traditional fencing and landscaping configurations along Milton Street.

Source: Urbis, 2020



Figure 14 – View south along Milton Street.

Source: Urbis, 2020



Figure 15 – Example of contemporary housing typology located along Milton Street.

Source: Urbis, 2020



Figure 16 – Example of later/ contemporary housing located along Milton Street.

Source: Google Maps 2020

3. HISTORICAL OVERVIEW

3.1. AREA HISTORY

Canterbury is within Cumberland County, split across the Parishes of Petersham in the north, Concord in the west and St George In the South. The northern and southern wards of Canterbury are divided by the Cooks River. The Cooks River had a contentious role in the colony, first being seen as a barrier to expansion further south Sydney town outposts, then as a mode of transport in the early 19th century, and a potential source of fresh water for the colony in the later portions of the 19th century². Attempts to dam the river in 1839 were unsuccessful, with the sandstone dam wall too porous and the result being that the obstruction provided a cross on the River at Tempe but contributed to its pollution³.

Canterbury was first developed in the early days of the colony, with the first official land grant in the area being of one hundred acres of land given to Reverend Richard Johnson, Chaplain of the First Fleet, on 28th May 1793. 'Canterbury Vale' as his grant was known, was north of the Cooks River.⁴ Canterbury Vale was located five miles from the main settlement at Sydney Cove and as a result of this distance and the necessity of self-sufficiency, Johnson became a successful farmer and the estate grew. By the time the property was sold on to Lieutenant William Cox in 1800, the land consisted of 600 acres fit for grazing and cultivating with 2 acres of vineyards.⁵ Cox fell into financial trouble in 1803, and the 900 acres that comprised Canterbury Vale was sold in May 1803 for 525 pounds to a well-known merchant of the colony, Robert Campbell.⁶ Parish maps demonstrate that Campbell held land nearby even at the time when Reverend Johnson was the owner of Canterbury Vale. They also demonstrate that the subject site was included in Johnson's Estate. Campbell continued to grow the estate across his years of ownership, and by 1834 the estate comprised 1242 acres across Canterbury and Hurlstone Park.

Industry was incredibly important in the economic development of Canterbury in the 20th Century. In the 1840s, Sugarworks was established. This followed an agreement with Campbell in 1840 that 60 acres of his Canterbury estate be exchanged for 24 shares in the company.⁷ This was to be the first sugar mill in the colony. In 1841, the majority of the 60 acres sold by Campbell for the sugar works were subdivided to finance the development. The streets of the subdivision were named after the largest investors, including George Minter and John Tingcombe. Following this and the construction of the sugar mill, Campbell subdivided the portion of his estate to the west of the Sugarworks, creating the Village of Canterbury, and naming the streets after family members.⁸ In 1865, the remains of Campbell Canterbury Estate were subdivided by Campbell's daughter, Sarah Jeffery's.⁹

The success and development of the Village of Canterbury was linked to the Sugarworks from its inception and following the Sugarworks closure in 1855 the village declined severely.¹⁰ The Sugarworks also had a lasting impact on the environment surrounding it, with the use of water from the nearby Cooks River, and the deforesting of vegetation along the river for the mill leading to the deterioration of the river.¹¹ The Sugarworks building remains standing today and is considered to be of National significance.

Canterbury was proclaimed a Municipal District in 1879, with a population just over 1000. By 1901, this had grown to 4226.¹² The introduction of permanent industry and the railway line in the 1890s was pivotal in Canterbury's revival. Increase in development followed the rail line, with large estates subdivided in anticipation. Many residents worked in rail-adjacent industries, including at the Enfield Marshalling Yards and Chullora Railway Workshops.¹³ Along the Cooks River, traditional practices of brick making, quarrying and

² Muir, L. 2013. *From a Fine Stream to an Industrial Watercourse*, the Dictionary of Sydney.

³ *Ibid.*

⁴ Muir, L. & Madden, B, 1992. *The Heritage of Canterbury Municipality*.

⁵ Jarvis, J. 1952. *A History of the Municipality of Canterbury*.

⁶ *Ibid.*

⁷ Muir, L. 2013. *Urban Growth in the Cooks River Valley*, Dictionary of Sydney.

⁸ *Ibid.*

⁹ Weir Phillips, 2016. *Canterbury Heritage Review*.

¹⁰ Muir, L. 2013.

¹¹ Weir Phillips, 2016.

¹² *Ibid.*

¹³ *Ibid.*

timber cutting continued.¹⁴ The extension of the rail line supported further development around the Cooks River Valley, including in Canterbury.¹⁵

By 1947, the population of Canterbury had grown to 99,396.¹⁶ Following the war, new estates were subdivided by the Housing Commission and resumed by owners to resolve post-war housing shortages.¹⁷ The Cooks River Canal construction provided employment opportunities for locals throughout the late 20th century.

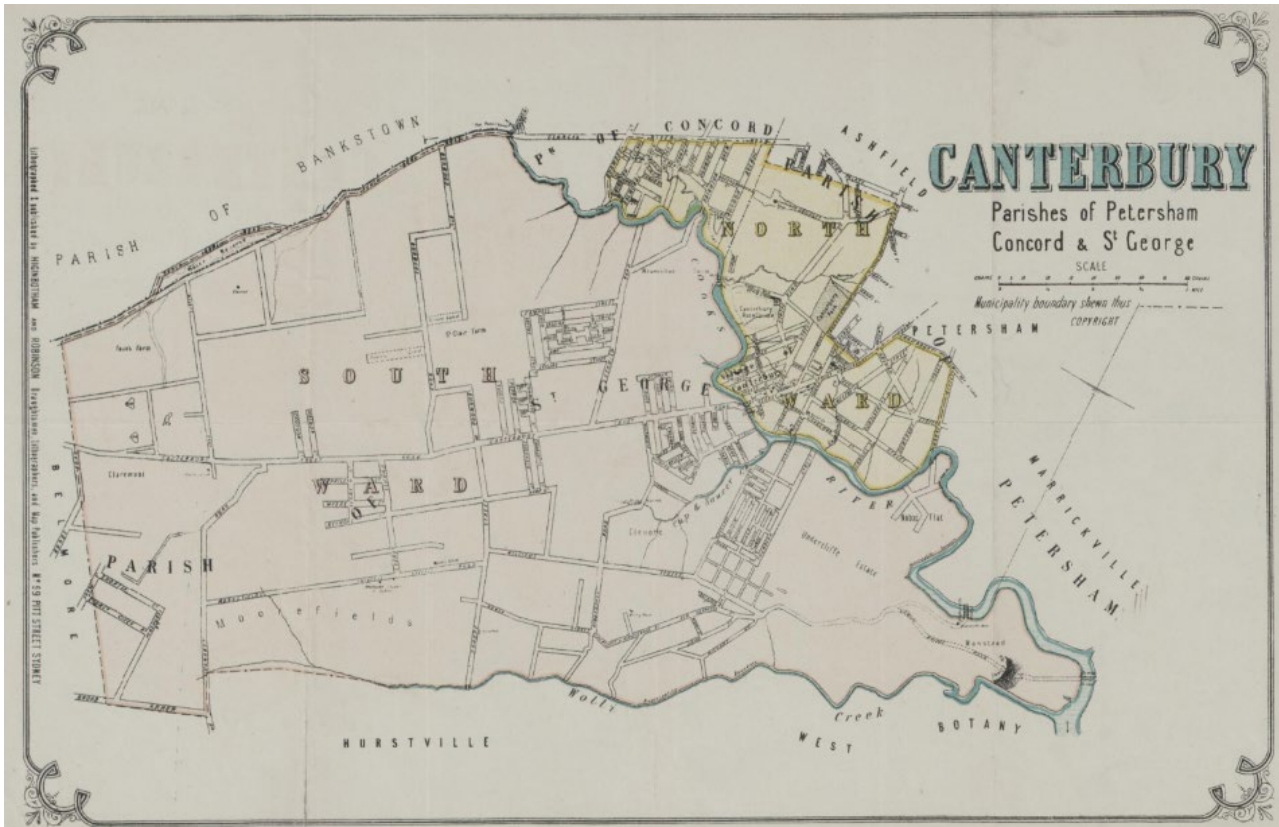


Figure 17 - Canterbury in the Parishes of Petersham, Concord and St. George, Higginbotham and Robinson, 1889.

Source: <https://nla.gov.au/nla.obj-229971700/view> via Trove.

¹⁴ Jarvis, J. 1951.

¹⁵ Muir, L. 2013.

¹⁶ Jarvis, J. 1951.

¹⁷ Muir, L. & Madden, B. 1992.



Figure 18 – Canterbury in the Parishes of Petersham, Concord and St. George, Higginbotham and Robinson, 1889, Milton Street identified in red.

Source: c13604_0001_c via Trove.

3.2. SITE HISTORY

The land comprising the subject site originally formed part of the 100 acres granted to James Hunt Lucas on 11th November 1874. In May 1880 Esquire, John Jeffeys purchased a large portion (approximately 63 acres) of land near Milton Street. In 1901, portions of the land were subdivided into building blocks on the eastern side of Milton Street, along Woodlands Street and Palace Street. In February 1913, Frederick Charles Green, Henry Wald Alderson, Albert Edward Boroughs and Stanley Josiah Gentle purchased the land on the southern side of Milton Street.

In March 1913, a large parcel of land containing twenty-two acres, twenty-two roods and twenty-two perches was purchased by the Ashfield Brick Company Pty Limited¹⁸. The land on which the subject site is located originally formed part of the Ashfield Brick Company's yard, which was located on the western side of Milton Street and was bounded by Whitfield Avenue to the west and a row of houses front Trevenar Street to the south. Portions of the land located along the northern side of Trevenar Street and southern portion of the western side of Milton Street were subdivided and sold off from 1920 onwards, known as the "Ashfield Heights Estate" (Figure 23). Ashfield Heights Estate was formerly part of the Canterbury Estate¹⁹.

West of the subject site, now an oval known as WH Wagener Oval, was the location of a brick pit associated with the factory (Figure 25). Ashfield Brick Company was in operation from 1912 onwards when twenty-five acres of the former Canterbury Estate were sold by John Jeffreys to Frederick Charles Green (gentleman),

¹⁸ NSW HLRV, Vol: 2344 Fol: 25.

¹⁹ <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

Harry Ward Alderson and Albert Edward Boroughs (builders), and Stanley Josiah Gentle (brickmaster)²⁰. Following the end of WWII, both the Ashfield Brick Company and the nearby South Ashfield Brickworks experienced financial difficulties due to coal shortages, which seriously affected the brick making industry.

In 1958, the Ashfield Brick company went into voluntary liquidation²¹ and had ceased production by 1959²². In the early 1960s, various subdivisions of its land took place. This enabled the factories, which now line the Milton Street frontage to be erected. The balance of the brickyard land was acquired by Canterbury Bankstown Council, and the brick pit was progressively filled. In 1975, after prolonged negotiations that took place since the late 1960s, the Council leased the land for twenty years to the Western Suburbs Australian Football Club. The oval was named after W. H. Wagener, who played for the club during the 1940s and 1950s, after the Council's acceptance in 1982²³. In the following years, the land on which the subject site now stands was sold to Swift and Company. In 1989 the registered proprietor of the subject site was Pluteus Pty Limited.

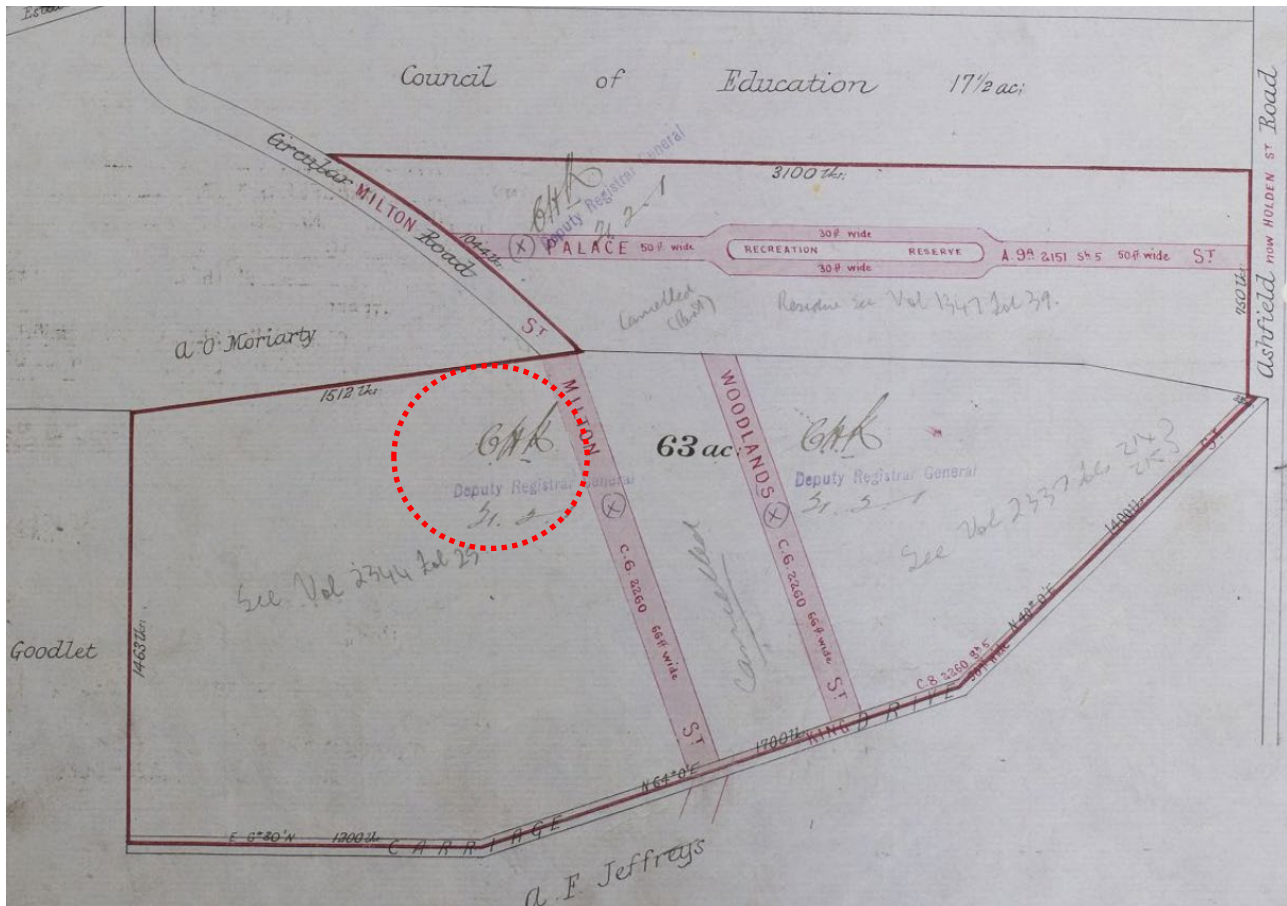


Figure 19 - Block plan of land purchased in 1880, approximate located of subject site indicated.

Source: NSW HLRV, Vol: 494 Fol: 25

²⁰ Ibid.

²¹ Government Gazette of New South Wales, Friday September 1958, Issue no. 88, p.2753.

²² <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

²³ Ibid.

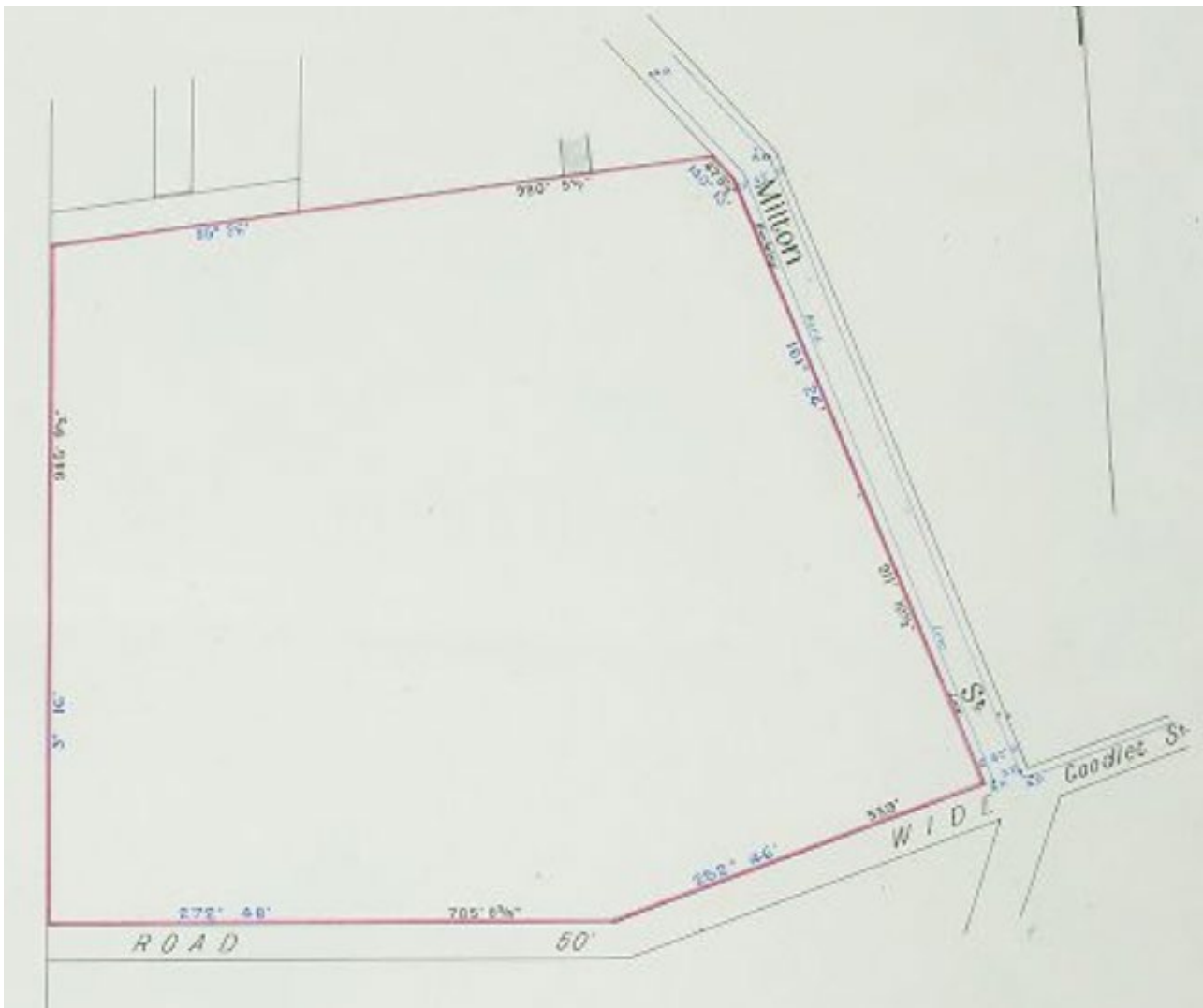


Figure 20 – Block plan of land purchased in 1913.

Source: NSW HLRV, Vol: 2344 Fol: 25

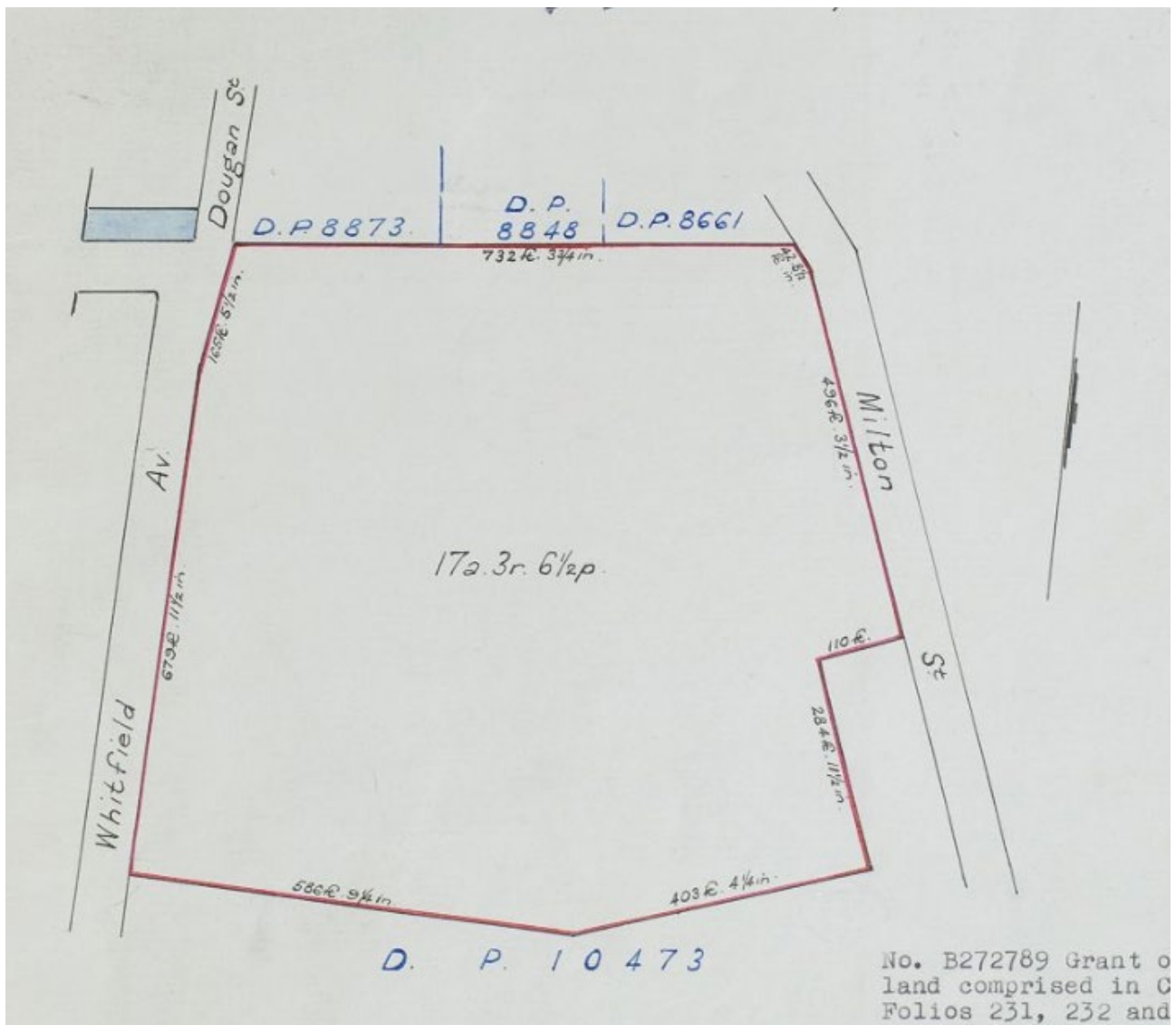


Figure 21 – Block plan of site dated 1953.

Source: NSW HLRV, Vol: 6696 Fol: 42

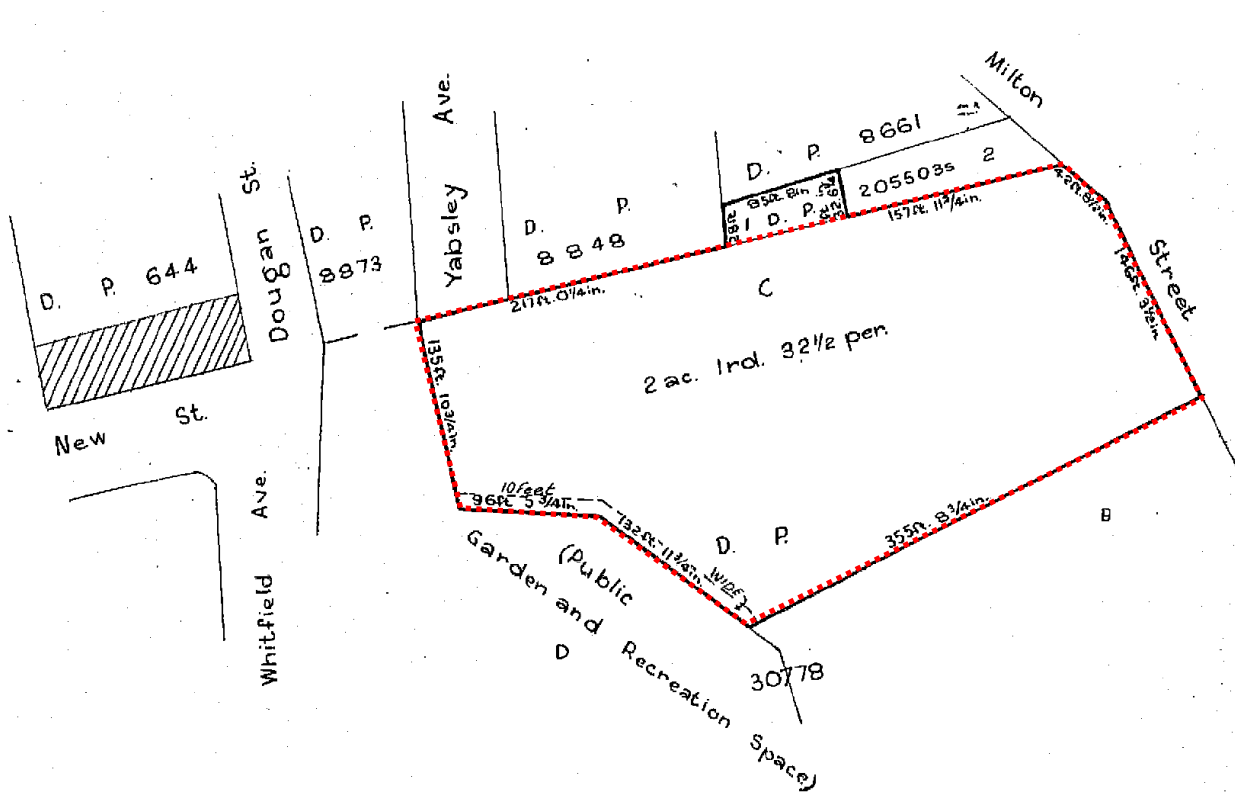


Figure 22 – Block plan of site after closure of brick factory, boundaries of subject site identified.

Source: NSW HLRV, Vol: 9118 Fol: 247

ASHFIELD HEIGHTS

On the Heights of

ESTATE

CANTERBURY

ADJOINING GOODLET'S ESTATE

*For Auction Sale on the Ground
AT 3 P.M.*

**SAT. 6TH NOVEMBER
1920**

RICHARDSON & WRENCH

Auctioneers 92 Pitt St, Sydney

LTD



*Cowdery & Cowdery.
Licensed Surveyors under R.P.A.
4 Castlereagh St, Sydney.*

All Dimensions subject to Deposited Plan.

F. Cunninghame & Co. Ltd., Litho, Sydney

Figure 23 – 1920 advertisement for Ashfield Heights estate, location of subject site indicated.

Source: Lead lights of the Inner west Sydney, Ashbury via <https://www.innerwestleadlight.com/ashbury>



Figure 24 – Oblique aerial imagery of Ashbury dated 1930, subject site and associated brick pit at left.

Source: NLA Archives, *nla.obj-162159992*



Figure 25 – 1943 aerial imagery showing the approximate site boundary (in yellow) and the former brick factory site identified in red. Brick pit associated with factory at left, now occupied by the WH Wagener Oval.

Source: City of Sydney Archives

3.3. PROPERTY OWNERS

Table 2 – Property Owners, 149-163 Milton Street, Ashbury.

Date	Owner	Title Reference
November 1794	James Lucas Hunt (Crown Grant)	Vol: 6696 Fol: 42
May 1880	John Jefferys	Vol: 494 Fol: 25

Date	Owner	Title Reference
March 1901	John Jefferys	Vol: 1347 Fol: 39
February 1913	Frederick Charles Green Henry Wald Alderson Albert Edward Boroughs Stanley Josiah Gentle	Vol: 2344 Fol: 25
March 1913	The Ashfield Brick Company Pty Limited	Vol: 2348 Fol: 229
July 1953	The Ashfield Brick Company Pty Limited	Vol: 6696 Fol: 42
July 1960	Swift and Company	Vol: 6696 Fol: 42
February 1989	Pluteus Pty Limited	Vol: 9118 Fol: 247

3.4. DATE OF CONSTRUCTION

The existing buildings located on the subject site are late 20th century constructions, variously built after the closure of the brick factory and associated brick pit. These include some more contemporary later 20th century utility and store buildings.

The houses surrounding the former brick pit along the northern side of Trevanar Street and southern portion of the western side of Milton Street continue to reflect the original subdivision pattern dating from 1920. The houses within the adjoining HCA are largely Inter-war style bungalows.

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

Before making decisions to change a heritage item, an item within a heritage conservation area, or an item located in proximity to a heritage listed item, it is important to understand its values and the values of its context. This leads to decisions that will retain these values in the future. Statements of heritage significance summarise the heritage values of a place – why it is important and why a statutory listing was made to protect these values.

4.2. STATEMENT OF SIGNIFICANCE – THE SUBJECT SITE

Urbis previously authored a Heritage Impact Statement in conjunction with a planning proposal for the subject site. The following Statement of Significance was provided:

Historically, the subject site formed part of early subdivisions within the local area, and was subsequently developed for use as brickworks. This use ceased in the 1950s, at which time the subject site was redeveloped for use as an industrial site. It is has most recently been occupied by Chubb Security.

The subject site does not contain any structures or elements associated with earlier phases of use, and is not representative of any significant historical activities or phases.

For these reasons, the subject site is not considered to meet the criterion for historical, social or associative significance.

The subject site contains contemporary, industrial buildings that were constructed from the 1960s onwards. None of these buildings are architecturally distinctive, and none have been identified as having been designed by an important designer or artist. The buildings are utilitarian, locally common, and do not represent any technical innovation or achievement.

For these reasons, the subject site is not considered to meet the criterion for aesthetic significance, rarity or representativeness.

None of the buildings currently present on site have the potential to yield any substantial scientific information, and none are important benchmark/reference buildings. The subject site has also been subject to extensive sub-surface disturbance through its former use as brickworks, and the subsequent redevelopment in the 1960s.

For these reasons, the subject site is not considered to meet the criterion for research potential.

The subject site has not previously been identified as having heritage significance, and has not been included in Schedule 5 of the Canterbury LEP 2012.

4.3. STATEMENT OF SIGNIFICANCE – THE ASHBURY HCA

The following statement of significance has been reproduced in full from the inventory sheet pertaining to the Ashbury Conservation Area via Heritage New South Wales.

Ashbury is a relatively intact example of a residential area characterised by predominantly Inter-War Californian Bungalows, late Inter-War dwellings and late Federation houses, which was the result of the successive subdivision of the Ashbury Estate in phases between 1913 and 1929. The phased subdivision of the estate has resulted in dwellings belonging to each of the abovementioned types appearing in consistent groupings according to when different parts of the Estate were subdivided and sold. The remarkable uniformity of the eastern portion of Ashbury (particularly First and Second Streets) is largely due to the high proportion of houses built by a small number of speculative builders between 1915 and 1920.

Overall, the predominant characteristics of the area are single storey dwellings on small to medium allotments, with established landscaping and street tree plantings, and consistent use of traditional materials such as face brick, terracotta tiled roofing, and timber framed windows and doors. The area contains sections of potential archaeological significance including Roslyn Street which roughly follows the path of an old Aboriginal track which ran west from Long Cove Creek via Salt Pan Creek to Georges River, and the section to the east of King Street where the original Canterbury Farm buildings were located in the vicinity of today's Third Street. There is also archaeological potential for 'Canterbury House' which was located on the centre of the block defined by Forbes and Leopold Streets south of St Xavier's Church and School. Two of

five brickworks, which were in operation in the early 20th century in Canterbury and Ashfield area, Ashfield Brickworks and South Ashfield Brickworks, were located in Ashbury where the present day W H Wagener Oval and Peace Park are located, respectively.

4.4. LOCALITY STATEMENT

The following locality statement has been reproduced from the inventory sheet pertaining to the Ashbury Conservation Area via Heritage New South Wales.

Ashbury is located between Ashfield and Canterbury on the northeast portion of Canterbury Local Government Area and its name comes from combination of these two suburbs. The main development of the area occurred after World War I in the form of a number of estates. Therefore, the houses and allotments range in size from large through medium to small with the majority being medium in size. Housing in the area consists predominantly of 1920s Californian Bungalows and was developed in the same period giving a consistent streetscape.

There are some later 1930s houses on the northeast portion of Trevenar Street near King Street, and in Forbes and Leopold Streets. The area to the east of King Street, particularly First and Second Streets, is dominated by the late Federation period housing generally built in similar designs on relatively small allotments by one or two builders. The consistency in design, materials, form and distinct streetscape character is predominantly evident along First, Second, Third, Roslyn, Crieff, Allibone, Forbes and Leopold Streets. The majority of the built fabric in the study area demonstrates uniformity and cohesive streetscape appearance, with reversible alterations to some houses.

The street pattern of the study area follows the topography of the land with slopes towards Canterbury Racecourse and Cooks River creating distinctive view corridors along the streets. The area contains a small number of retail and commercial buildings along King Street on the north end. The relatively recent developments replacing Inter-War dwellings, and alterations and additions to the existing dwellings have begun to erode the cohesiveness and distinctive character of the area. A small number of new two-storey houses are scattered throughout the study area mainly at the corner allotments. There are also a number of dwellings with second storey additions and intrusive alterations. The scale and streetscape character of these dwellings detract from the special and predominant character of Ashbury. Furthermore, they tend to change the character of the area rather than being infill development.

Notwithstanding this, the Inter-War and late Federation subdivision and development characteristics are still dominant and remain highly intact overall. There are many streets with cohesive street trees creating a leafy environment and quality streetscape setting. The area has several recreational, religious and educational features including Peace Park, Lees Park, Ashbury Bowling Park, W. H. Wagener Oval, Ashbury Public School, St Xaviers Church and School, and St Mathews Church. Canterbury Race-Course and Canterbury Park enhance the recreational amenity of the area. The buildings to the eastern side of W H Wagener Oval are used for industrial purposes including Chubb and Tyres4U.

5. IMPACT ASSESSMENT

5.1. STATUTORY CONTROLS

5.1.1. Local Environmental Plan

The proposed works are addressed in the table below in relation to the relevant clauses in the LEP.

Table 3 – Local Environmental Plan

Clause	Discussion
<p>(1) Objectives</p> <p>The objectives of this clause are as follows:</p> <p>(a) to conserve the environmental heritage of the City of Sydney,</p> <p>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</p> <p>(c) to conserve archaeological sites,</p> <p>(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.</p>	<p>The subject proposal is found to have an acceptable impact on the heritage significance and existing character of the surrounding Ashbury Heritage Conservation Area.</p> <p>The proposal responds to the heritage conservation area through a considered response on massing and buildings heights. In particular the proposal responds to the existing heritage context of Milton Street in its treatment of development fronting to Milton Street. Succeeding sections of this report detail the measures undertaken to ensure a sympathetic design outcome. Additionally, thoroughways have been determined to increase the permeability of the site, ensuring presentation of development to the Ashbury Heritage Conservation Area considers the existing streetscape.</p> <p>The proposal thoroughly considers dominant typologies and existing patterns of development within the Ashbury Heritage Conservation Area and has mitigated any impact accordingly.</p> <p>Further it is noted that the proposal replaces late 20th century industrial development which is not of heritage significance and is not considered to contribute to the HCA.</p>
<p>(4) Effect of proposed development on heritage significance</p> <p>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).</p>	<p>The assessment carried out in this report indicates the proposed development would have a minimal and acceptable impact on the historical significance of the Ashbury Heritage Conservation Area.</p> <p>The proposal is assessed in detail below, but overall it is considered that the proposed development will not impact on the identified heritage significance of the HCA. The value of the HCA is largely as a <i>relatively intact example of a residential area characterised by predominantly Inter-War Californian Bungalows, late Inter-War dwellings and late Federation houses, which was the result of the successive subdivision of the Ashbury Estate in phases between 1913 and 1929</i>. The extant industrial development does not contribute to the HCA and is inconsistent with the character of the streetscape. Whilst the statement of significance (as set out in section 4.3) acknowledges the former brickworks, the extant development does not interpret this, and redevelopment will allow for a contemporary overlay of development with no further impact on the understanding of the historical use of the place. The area of the former brick pit remains in the oval to the southwest of the site (and does not form part of the subject site).</p>
<p>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p>	<p>Proposed redevelopment will not impact on the overall character of the HCA and has sought to address the conservation area in selected materiality and the siting of the building mass, with lower scale residential development being located adjacent to the HCA to the north and east. Development fronting Milton Street in particular responds to the streetscape in the</p>

Clause	Discussion
(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.	<p>provision of low scale two storey town house development, setback from the street with landscaped front yards and contemporary built forms which respond to the predominant character of gabled forms, albeit in a contemporary form. In this manner the proposal improves on the existing development by being more in keeping with the character of the street, while being apparent as contemporary development.</p> <p>The proposed development is assessed in further detail below.</p>

5.1.2. Development Control Plan

The proposed works are addressed in the table below in relation to the relevant provisions in the DCP.

Table 4 – Development Control Plan

Clause	Discussion
<p>The site is adjacent to and is not within the HCA. The below provisions are intended to guide infill of single development within the HCA context but are considered here having regard to the proximity of the HCA. The provisions below are largely considered having regard for the town house buildings (Blocks F1, F2 and F3) which are most relevant as they present to Milton Street and adjoin the Heritage Conservation Area.</p>	
B8.4.1 General Objectives for Ashbury Heritage Conservation Area	
O1. To ensure that development retains the traditional Federation and Inter-war building character of Ashbury.	
O2. To ensure that new development respects the tradition character of Ashbury, while facilitating the healthy renewal of the area.	
O3. To encourage the retention and adaptation of housing that contributes to the character of Ashbury.	
O4. To discourage the demolition of buildings that contribute to the character of Ashbury.	
O5. To encourage the reversal of previous unsympathetic development and the reinstatement of previous decorative features and materials.	
B8.4.2 Location	
C1. A streetscape character analysis is to be submitted as part of any development application for a) New dwellings	<p>Section 2.0 of this report provides a detailed description of the subject site and the nature of the adjacent Ashbury Heritage Conservation Area. Section 4.3 outlines the Statement of Significance for the Ashbury Heritage Conservation Area. Section 4.4 provides the Locality Statement for the subject conservation area. All of the above detail the materiality of development located within the Ashbury HCA and along Milton Street specifically.</p> <p>It is considered that the subject proposal considers the character of Milton Street and improves on the existing arrangement of the industrial site which is considered to be inconsistent with the HCA. The proposed redevelopment, particularly along the Milton Street frontage, considers the HCA in the use of traditional materiality (facebrick and timber), sympathetic massing, with two storey town house development which responds to the</p>

Clause	Discussion
	<p>characteristic gabled built forms (albeit in a contemporary way) and in the provision of setbacks (between 4 and 7m to the street) incorporating landscaped front yards. It is noted that the repetitious form of the town houses is also consistent, noting the HCA is typified by rows of bungalow housing, albeit with varied materials and details.</p> <p>The succeeding sections of this report assess the impact of the proposed development on the streetscape character of the Ashbury Heritage Conservation Area.</p>
B8.4.3 Building Height	
<p>C1. The maximum height is identified in the LEP Height of Buildings Map and is 8.5m. A maximum of two (2) storeys applies to the Ashbury area.</p>	<p>Proposed development is consistent with the amended provisions for the site as determined by the Planning Proposal. The proposed development fronting east onto Milton Street (Buildings F1, F2 and F3) comprises 13 townhouses grouped in groups of 3-5. The proposed townhouses have been designed to a maximum of two storeys in keeping with the dominant housing typology of the Ashbury Heritage Conservation Area. Development elsewhere on the site is of higher density but remains reasonably scaled between three and six storeys; proposed town houses (buildings D1 and D2) are three storeys along the northern site boundary with substantial setbacks of 12m and a further setback to the third floor to mitigate potential impacts of scale adjacent to lower scale housing to the north (although it should be noted that these dwellings are not within the HCA). Buildings A and E in the centre of the residential precinct are modestly scaled at three storeys. The tallest buildings B and C (6 and 5 storeys respectively) are located on the western portion of the site, adjacent to the oval and distanced from the HCA, these will appear as a backdrop of development above the lower scale buildings adjoining the HCA. It is noted that the western setback has also been increased from 6m to 8m, which facilitates the retention of mature trees along the boundary of the oval, which will assist to define the edge of the oval and soften views to development.</p>
B8.4.4 Setback – Front	
<p>O1. To ensure that characteristic streetscapes are maintained and enhanced, by reinforcing the established streetscape pattern of consistent front setbacks and front gardens.</p>	
<p>O2. To maintain the predominant and characteristic front setback along the street.</p>	
<p>C1. In the street elevation of new dwellings, a minimum of 50% of the building is to be built to the predominant building line, and the remainder of the dwelling may be behind the predominant building line. If a street has no predominant building line, build to a building line established by nearby buildings.</p>	<p>The Ashbury Heritage Conservation area is a highly intact example of a residential area characterised by predominantly Inter-War Californian Bungalows, late Inter-War dwellings and late Federation houses. The immediate streetscape of the proposed development predominantly features typical setbacks of Inter-war bungalows and Federation cottages which include front gardens and low-rise fencing.</p> <p>The proposed townhouses (Buildings F1, F2 and F3) to Milton Street respond to characteristic gabled forms (albeit in a contemporary manner) and scale of surrounding typologies, incorporating a two storey form with a projecting single storey form which breaks up the massing of the individual townhouses but also recalls in a contemporary manner the typical bungalow form of a projecting gable and secondary larger hipped or gabled roof form</p>

Clause	Discussion
Side Setback	
O1. To ensure that new development maintains the typical pattern of side setbacks and overall consistency in the heritage streetscape.	
<p>C1. The established characteristic pattern of side setbacks in the street is to be maintained through providing a narrow side setback of 1m minimum and a wider side setback of 3m minimum.</p> <p>C2. The wider side setback for a minimum distance of 6.5m from the predominant front building line is to be maintained, after this the side setback for a single storey may be reduced to 1m.</p> <p>C. On sites with a street frontage less than 12.2m, buildings are to follow the predominant pattern of side setbacks for that street.</p>	<p>The subject proposal responds to an approved building envelope as defined by the Planning Proposal. It is noted too that the site is adjacent to and is not within the HCA and these provisions are intended to guide infill of single development within the HCA context.</p> <p>The principal forms and facades of the townhouses fronting Milton Street, are proposed as contemporary development which, which responds to but does not seek to reproduce or imitate traditional forms. The effect is to mitigate overall impact on the heritage significance of the Ashbury Heritage Conservation Area and sensitively insert infill development while also providing for the increased density. The subject townhouses present to Milton Street as part of a larger, contemporary precinct in which the HCA setback controls are rendered unnecessary in achieving a design response that is sympathetic to the heritage significance of the Ashbury HCA.</p> <p>The proposed development comprises 13 semi-detached townhouses arranged in 3 groups of 3-5 dwellings fronting Milton Street. The location of two through site links (6.2 and 6.7 metres, respectively) along Milton Street also serve to break up the massing of the townhouses. As noted above, traditional building forms are referenced in the sloping roof form of the townhouses, projecting single storey components and recessed entryways, as well as materiality.</p>
B8.4.5 Building Expression and Streetscape	
O1. To ensure that new buildings, and alterations and additions, are to make a positive contribution to characteristic streetscapes.	
O2. To ensure that the appearance of alterations and additions are secondary to the existing building.	

Clause	Discussion
<p>C6. New buildings should reflect the consistent horizontal lines of elements of houses along the street, such as:</p> <ul style="list-style-type: none"> a) Ground level; b) Base course – the architectural expression of the base of the house, often in different materials or finishes such as rendered brick or rough-cast stone; c) veranda and balustrade heights; d) windowsill and head heights; e) door heights; f) eave lines; and g) ridgelines. <p>C7. Design facades that are horizontal in proportions and asymmetrical, and use vertical proportions for features such as windows.</p> <p>C9. The design of facades is to pay particular attention to the:</p> <ul style="list-style-type: none"> a) Mass, the arrangement and articulation of the various elements and parts of the building; b) Roof form and pitch; and c) The use of architectural elements such as bay windows, porches, verandas and balconies. 	<p>As noted above, the site is adjacent to and is not within the HCA. These provisions are intended to guide infill of single development within the HCA context but are considered here having regard to the proximity of the HCA. Consideration of the proposed townhouses is the most relevant with regard to the potential impacts HCA.</p> <p>The proposed development employs a consistent two storey form, with a projecting single storey component assisting to break up the massing to the street. Roof forms are contrasted with skillion roofs pitched in opposite directions. This form also references in a contemporary form, the common bungalow typology of a projecting gable and larger hipped or gabled roof form. Contrasting brick coursing also recalls the typical contrasting materiality of gable ends on traditional bungalow dwellings. Proposed brickwork is anticipated to be a traditional Bowral brown mix. It is noted that the proposed townhouses are consistent in form, however, will provide subtle variation in detailing and setting, much like the consistent HCA built form typologies. Building proportions remain in keeping with those established along Milton Street and the principal east elevation employs typical features of the Inter-war bungalow typology including asymmetrical massing and large windows.</p> <p>Additionally, the recessive nature of the entrance adjacent to the principal ground floor massing, is reminiscent of the Inter-war bungalow typology, characterised by windows, recessed porches and brick pier balustrading. The angled roof profile, solid brick foundations and ground floor massing are highly derivative of the Inter-war bungalow forms present along Milton Street.</p> <p>As noted above, the subject townhouses present to Milton Street as part of a larger, contemporary precinct although they have responded to the HCA.</p>
B8.4.7 Roofs and Dormers	
<p>O1. To ensure that alterations and additions and new development maintains the predominant roof form pitch and ridgeline of houses along the street.</p> <p>O2. To ensure that dormer windows, and alterations and additions, are compatible with the main roof form on the street elevation.</p>	
<p>C1. Roofs that are visible from the street must be hipped or gabled.</p> <p>C2. New development is to follow the roof pitch that is predominant on the characteristic houses in the street.</p>	<p>The proposed townhouses fronting Milton Street incorporate alternating high-pitched roof forms, along with projecting single storey forms. The proposed design evokes a contemporary interpretation of the traditional gabled and hipped roof forms typical of the Inter-war bungalow typology. The proposal seeks to incorporate a roof pitch that is responsive to existing development along Milton Street.</p>
B8.4.8 Verandahs, Porches and Balconies	
<p>O1. To ensure that original porch and verandas are retained.</p>	

Clause	Discussion
O2. To ensure that new development incorporates verandas and porches, where appropriate.	
O3. To ensure that balconies are compatible with the appearance of existing houses and streetscapes.	
<p>C4. New dwellings should incorporate porches with similar proportions as those of characteristic houses in the street.</p> <p>C5. Verandas and porches are to be:</p> <ul style="list-style-type: none"> a) Asymmetrical; b) Cover more than 50% of the street façade; c) Minimum 2 metres deep; d) Recessed; e) Predominantly masonry (use timber only for architectural details); and f) Roofed – use a secondary roof form that is lower in pitch or a flat. 	<p>The proposed townhouses along Milton Street do not incorporate verandahs typical of the surrounding development however as noted above they respond to the traditional forms in the asymmetric massing, large window and materiality including substantial brick base, projecting bay and recessed entry. The profile of the street frontage therefore retains a relationship with existing development whilst being apparent as contemporary.</p>
B8.4.9 Windows and Doors	
O1. To ensure that the characteristic windows and doors that contribute positively to original houses and the streetscape are retained.	
O2. To ensure that new windows and doors are compatible with the original character of the area.	
O3. To reduce the visual impact of security devices such as bars, grills, roller shutters and blinds.	
<p>C1. Provide a greater proportion of wall to windows (solid to void) in street facades.</p> <p>C2. Use timber framed windows and doors that are visible from the street.</p> <p>C3. Reflect the windowsill and head heights of windows in the characteristic houses along the street by continuing the horizontal lines.</p>	<p>The proposed townhouses (buildings F1, F2 and F3) incorporate sympathetic solid to void masonry proportions, and facebrick and timber materials which are appropriate to the HCA. As detailed above, the townhouses are referential in their modulated form and proportions. Windows are timber framed, consistent with the HCA and windows on the single storey projecting forms reference the horizontal proportions of the typical bay windows on HCA bungalow dwellings and seek to continue established, horizontal lines in keeping with existing street frontages. Entries are recessed in keeping with traditional bungalow forms but remain visible from the street. Window and door locations and proportions have been designed such that they reference surrounding forms, specifically the asymmetry of a large ground floor window, adjacent to a recessed entry way. As such, the scale, form design and detailing of window and door arrangements is found to be highly compatible with that of existing streetscapes.</p>
B8.4.10 Materials Finishes and Colours	
O1. To ensure that similar materials, finishes and colours to existing characteristic houses along the street are used in new houses and in alterations and additions.	
C1. Use external building materials, finishes and colours, in particular for street facades and roofs that are	<p>The Ashbury Heritage Conservation Area is dominated by Inter-war Bungalows and Federation cottages. Typical detailing of such typologies include half-timbered gables, face-brickwork, heavy brick piers to porch,</p>

Clause	Discussion
compatible with those of characteristic houses and the street.	rough-cast render finish and broad open eaves. The proposed townhouses fronting Milton Street (buildings F1,F2 and F3) are proposed to incorporate traditional materials, finishes and colours compatible with existing detailing and dwellings along Milton Street to provide a well mannered contemporary infill adjacent to the HCA. This is achieved through a combination of face-brick (proposed in a Bowral brown and getrudis mix) with timber framed windows including open timbered detailing across the northern portion of the ground floor window consistent with detailing at the main entrance. The first floor is also proposed to incorporate metal panelling detail beneath skillion roof pitch, with a contrasting soldier course of brickwork beneath the skillion, both of which reference the traditional half-timbered gables typical of the Ashbury Heritage Conservation Area. In addition to the above, the asymmetrical ground floor window and recessive entry way present a similar form and massing to the traditional brick pier to porch detailing found along Milton Street.
C2. Add variety and visual interest with the type, colour and design of building materials and fenestration.	
C3. Where there is consistency in materials used in the street or adjoining houses, use similar materials to reduce the impact of the new house, or alterations and additions.	
C4. Recommended external materials and finishes include face brick, stone, timber, and fibre cement (for gable ends and infill panels).	
C7. Use roof tiles that are similar to the colour of roof tiles that are predominant in the street. Do not use black or grey roof tiles.	A Pre-DA meeting was held with representatives of the proponent and Canterbury Bankstown Council prior to submitting the subject application. Feedback was provided in the form of correspondence (<i>Letter of Issues Arising</i> , dated 28 May 2020). Urbis has also liaised with Council's heritage adviser. Feedback from the Pre-DA and subsequent correspondence and discussions has informed detailed design. One of the matters raised with regard to heritage was the potential for buildings along the northern and eastern suite boundaries to be perceived as bulky due to the repetition of the architectural forms. In order to mitigate homogeneity, it is proposed to incorporate slight variations in fenestration, materiality, colours and finishes, fences and site landscaping such that the dwellings are visually related yet distinct from one another – creating a common typology but subtly divergent, much the same way the common bungalow typology is consistent but varies in detailing and finishes. Thus, the proposed development forms part of the contemporary apartment complex whilst also responding to and providing a well-mannered development adjoining the Ashbury Heritage Conservation Area.
C8. Use roof tiles that are similar to the colour of roof tiles that are predominant in the street. Do not use black or grey roof tiles.	
C10. Use bricks that are uniform in colour and not mottled. Red and darker coloured bricks (dark brown and liver colours) are preferred. Face concrete block work is not acceptable.	
C11. Avoid bright colours, including white or off-white and grey, for large surface areas. Brighter and lighter colours are generally only appropriate for architectural details and elements.	The scheme seeks to break down the two storey scale of the massing and brickwork by expressing 'roofs' which relates well to the dominant bungalow typology, which is characterised by complex and dominant roof forms.
B8.4.12 Walls and Fences	
O1. To retain and conserve original or early front fencing.	
O2. To ensure that front garden walls and fences maintain and enhance characteristic streetscapes.	
O3. To ensure that materials, finishes and colours are sympathetic to the house and other front garden walls and fences along the street.	
O4. To ensure new or replacement fences are consistent with characteristic elements of the building or the heritage conservation area.	
C1. In general, front garden walls and fences are to:	The immediate streetscape along Milton Street features a mix of fencing typologies including traditional low- rise solid face brick pier fencing, brick

Clause	Discussion
<p>a) Be of a design and height that is appropriate to the style and period of the building or characteristic of the conservation area. Where the street has a variety of wall and fence types and forms then new walls and fences should complement and contribute to an acceptable streetscape;</p> <p>C7. Acceptable materials for front garden walls and fences include darker coloured face brick, timber pickets, horizontal rail and brick pier, stone, and timber post and rail with wire. Low shrubs or hedges may also be acceptable.</p> <p>B8.4.13 Open Space and Landscaping</p>	<p>and timber palisade, timber paling, contemporary fencing (or various materials) and some dwellings have no fences. The subject townhouses fronting Milton Street typically incorporate low brick and timber palisade fences although there is some opportunity for variation to the basic typology to enable variation as detailed in 8.4.10 above. Entrance to the front garden is to be located in line with the location of the front door, adjacent to northern boundary. The townhouses are proposed to be separated along the northern boundary by low-rise brick fencing, which from street, read as a continuation of the ground floor forms. This typology while contemporary references the common traditional brick and palisade and is sympathetic to the HCA .</p> <p>The street is also characterised by setback dwellings and landscaped front yards and the subject development is consistent with this.</p>
<p>O1. To ensure that existing mature, well established trees and characteristic plantings are maintained.</p> <p>O2. To ensure that the pattern of mid-block plantings is maintained.</p>	
<p>C3. All front setbacks are to consist predominantly of soft landscaping. The only paved areas in the front setback are the driveway and pathways to and around the house.</p>	<p>The proposed townhouses feature a setback of 4 meters, comprising soft landscaping. A pathway leads between the street and the entry. As detailed above, proposed fencing and site landscaping is consistent with the HCA, which is characterised by landscaped front yards and setback dwellings.</p>
B8.4.15 Demolition	
O1. To ensure that buildings that contribute positively to the heritage significance of Ashbury are retained.	
<p>C1. The demolition of a non-contributory (intrusive) building will generally be permitted. Any new building will need to comply with the controls of this DCP.</p> <p>C2. Demolition of extensions and outbuildings will generally be permitted, and encouraged for structures that do not contribute to the character of Ashbury.</p>	<p>The subject site contains late 20th century industrial development which is not of heritage significance. The site adjoins and is not within the HCA. The buildings located on the subject site do not contribute to, rather they can be argued to be inconsistent with the streetscape character of Milton Street.</p> <p>The assessment carried out in this report demonstrates the proposal's compliance with all relevant statutory and non-statutory heritage controls and policies applicable to the site and its context.</p> <p>Whilst allowing for an uplift in density and massing, the proposed scheme seeks to respond to the surrounding streetscape of Milton Street and the broader Ashbury Heritage Conservation area, in terms of the massing, site setbacks, form and materiality and is considered to be generally a more sympathetic design solution than the subject site in its existing arrangement.</p>

5.1.3. Heritage Division Guidelines

The proposed works are addressed in relation to relevant questions posed in the Heritage Division's 'Statement of Heritage Impact' guidelines.

Table 5 – Heritage Division Guidelines

Question	Discussion
<p>The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:</p> <p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p> <p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>The subject site is adjacent to the Ashbury Heritage Conservation Area. As set out in section 4.3 of this report, the HCA is of heritage significance largely as a relatively intact example of a residential area characterised by predominantly Inter-War Californian Bungalows, late Inter-War dwellings and late Federation houses, which was the result of the successive subdivision of the Ashbury Estate in phases between 1913 and 1929. The subject site, comprising extant late 20th industrial warehouse development is not considered to contribute to the character of the HCA. Whilst the statement of significance (as set out in section 4.3) acknowledges the former brickworks, the extant development does not interpret this, and redevelopment will allow for a contemporary overlay and intensification of development with no further impact on the understanding of the historical use of the place. The area of the former brick pit remains in the oval to the southwest of the site (and does not form part of the subject site).</p> <p>A Pre-DA meeting was held with representatives of the proponent and Canterbury Bankstown Council prior to submitting the subject application. Feedback was provided in the form of correspondence (Letter of Issues Arising, dated 28 May 2020). Urbis has also liaised with Council's heritage adviser. Feedback from the Pre-DA and subsequent correspondence and discussions has informed detailed design of the subject proposal.</p> <p>The subject development has considered the proximate heritage conservation area in the overall massing of the site, locating lower scale 2-3 storey built forms on the eastern and northern site boundaries where these adjoin residential streetscapes of single dwelling houses. Generous setbacks (12m from the northern site boundary) and modulated built forms – e.g. the setback third floor of buildings D1 and D2 further assist to break down the massing of new development.</p> <p>Development elsewhere on the site is of higher density but remains reasonably scaled between three and six storeys. Buildings A and E in the centre of the apartment complex are modestly scaled at three storeys. The tallest buildings B and C (6 and 5 storeys respectively) are located on the western portion of the site, adjacent to the oval and distanced from the HCA, these will appear as a backdrop of development above the lower scale buildings adjoining the HCA or in the backdrop of views across the oval from the south and west.</p> <p>In particular the proposed development incorporates a highly considered response in the design of the townhouses fronting Milton Street, immediately adjacent to the HCA (although not within it).</p> <p>For the following reasons, the proposed townhouses are found to be sympathetic to the heritage significance of the Ashbury Heritage Conservation Area:</p>

Question	Discussion
	<ul style="list-style-type: none"> • The proposed townhouses are sympathetic in scale – being 1-2 storeys. • While contemporary in their form and design, the proposed townhouses reference the traditional form and materials of the characteristic Inter-war bungalow and Federation cottage dwellings which predominate the conservation area. This is achieved through the following: <ul style="list-style-type: none"> ○ The form of the townhouses which respond to characteristic gabled forms (albeit in a contemporary manner) and scale of surrounding typologies, incorporating a two storey form with a projecting single storey form which serves to break up the massing of the individual townhouses but also recalls in a contemporary manner the typical bungalow form of a projecting gable and secondary larger hipped or gabled roof form behind. ○ Expressed roofs, which seeks to break down the two storey scale of the massing and brickwork and which relates well to the dominant bungalow typology, which is characterised by complex and dominant roof forms. ○ Asymmetrical massing at the ground floor featuring the inclusion of a large window with open slat timber detailing and timber framing. ○ Recessed entryways ○ Traditional materiality comprising face brick and timber and referencing traditional solid to void masonry proportions. ○ Contemporary reinterpretation of traditional bungalow detailing such as the panelling detail beneath the skillion roof pitch which references the traditional half timbered gables typical of the HCA. ○ Incorporation of the setback from the street reserved for soft landscaping, framed by a combination of low-rise brick and contemporary timber paling fencing. • It is proposed to create subtle variations in details such as fenestration, materiality, finishes, fencing and landscaping in order to maintain a consistent character with subtle nuances assisting to break down any homogeneity and resultant perceived bulk created by the consistent form of the development. • The potential bulk and scale of the proposed townhouses is further mitigated by the inclusion of two through site links. The townhouses have been grouped in clusters of 3-5, separated by two corridors of approximately 6 metres in width, facilitating views and access to the broader development. The width and location of the corridors again, works to reduce massing and homogeneity of form along Milton Street and references

Question	Discussion
	<p>established side setback patterns and locations of driveways within the Ashbury HCA, confirming a visual relationship with existing development, yet remaining distinctly contemporary in its execution. An additional break is also proposed at the corner of Milton/ New Street. This and the through site links are scaled to associate with the rhythm and scale of the dwellings, i.e. 6m in width.</p> <p>The townhouses thus form part of the contemporary redevelopment while also responding to and referencing the heritage context of the HCA and improving on the existing streetscape. The townhouses provide an appropriate transition from the character of the Ashbury HCA to the and the intensified development of the development complex. The townhouses offer an appropriate transition in scale, form, detail and materiality and enhance the existing condition noting that the extant development is not consistent with the prevailing character, siting and massing of development in the street.</p> <p>It is considered that there are no aspects of the proposal that will detrimentally impact on the heritage significance of the HCA, and further that the proposed development will in fact improve the immediate streetscape context by providing a more consistent and well-mannered infill development adjacent to the HCA. It is acknowledged that the proposal allows for an intensification of development, with the complex varying in heights between 2 and 6 storeys, however massing has been located to minimise impacts on the HCA and views.</p>

6. CONCLUSION AND RECOMMENDATIONS

The subject Development Application follows the recent rezoning of the land at 149-171 Milton Street, Ashbury from IN2 Light Industrial to R4 High Density Residential, and amendment to the LEP and DCP to allow for an increase in the floor space ratio control from 1:1 to 1.1:1 and introduce height controls ranging from 8.5 to 21 metres. The subject Development Application is intended to reflect the land uses and provide for an uplift in development in line with the LEP amendment and the accompanying site-specific development control plan (DCP) for the site.

The subject site is not an item of heritage significance under schedule 5 of the Canterbury Local Environmental Plan (LEP), 2012. Extant development was assessed in the Heritage Impact Statement submitted with the 2015 Planning Proposal and is not assessed as being of heritage significance (referenced in section 4.2 of this report). The site is however located adjacent to the Ashbury Heritage Conservation Area (HCA1) and this Heritage Impact Statement has therefore been submitted as part Development Application and assesses the potential heritage impacts of the proposed redevelopment on the adjacent HCA.

The proposal includes demolition of the extant warehouse development on the site. The industrial development is not of heritage significance and does not contribute to the adjacent HCA, rather it may be argued to detract, noting that the development is inconsistent in its form, siting and relationship to Milton Street.

The assessment carried out in Section 5.0 of this report determines that the proposal has been developed with a thorough consideration of the existing heritage context and has adopted sympathetic design strategies throughout to provide a well-mannered interface and ensure an appropriate transition from the established Ashbury HCA and intensified new development. This is achieved primarily through the sympathetic scale, form, modulation, details and materiality of buildings D1 and D2, F1, F2 and F3 on the northern and eastern boundaries of the site respectively. The proposed development would therefore have no significant impact on the heritage significance of the Ashbury HCA, the significance of which is vested in its collection of Federation and Inter-war residential built stock, and may in fact improve on the current circumstance, noting that the proposed townhouse development to Milton Street (Buildings F1, F2 and F3) are more sympathetic in terms of their presentation to the street. The proposed development is found to comply with all relevant statutory heritage controls applicable to the site and its urban context.

A Pre-DA meeting was held with representatives of the proponent and Canterbury Bankstown Council prior to submitting the subject application. Urbis has also liaised with Council's heritage adviser. Feedback from the Pre-DA and subsequent correspondence and discussions has informed detailed design.

The proposal is therefore supported on heritage grounds and is recommended to the consent authority for approval.

7. BIBLIOGRAPHY AND REFERENCES

7.1. BIBLIOGRAPHY

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