

HERITAGE IMPACT STATEMENT



Development Application

Nos. 160, 162 and 172 Lord Sheffield Circuit, North Penrith

October 2022 | J5836

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Cover Image: Lord Sheffield Circuit, North Penrith

We acknowledge that the land on which we live, learn and work as the traditional country of the Gadigal people of the Eora Nation. We acknowledge these traditional owners of this land and acknowledge their living cultures and the unique roles they have played in maintaining life, language, and culture in this region. We pay respect to their Elders past, present and emerging and all Aboriginal people.

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1 INTRODUCTION

1.1 Preamble

This Heritage Impact Statement (HIS) has been prepared in conjunction with a Development Application for the construction of a new mixed-use development at Nos. 160, 162 and 172 Lord Sheffield Circuit, North Penrith, New South Wales.

The site is located within the Penrith City Council area. The principal planning control for the site is the *Penrith Local Environmental Plan 2010 (LEP 2010)*. The site is not listed as a heritage item, nor is it located in a Conservation Area as defined by Schedule 5 Parts 1 and 2 of the *LEP 2010*. The site is, however, located adjacent to a heritage item listed by this Schedule. It is also located adjacent to an item listed on the State Heritage Register under the *NSW Heritage Act 1977*.

Under Part 5.10 of the *LEP 2010*:

(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.

The appropriate heritage management document in this instance is a Heritage Impact Statement (HIS).

This statement has been prepared at the request of the owners of the site and accompanies plans prepared by SJB Architects.

1.2 Authorship and Acknowledgements

This HIS was prepared by Elliot Nolan, B.A. (Anc.Hist.Hons), M. Mus.Herit.Stud. Grad.Dip.Herit.Cons., and James Phillips, B.Sc. (Arch.), B.Arch., M.Herit.Cons. (Hons.), of Weir Phillips Heritage and Planning.

1.3 Limitations

As the site is not subject to any statutory heritage listings, a history has not been prepared.

No Aboriginal or historical archaeology was carried out on the site.

This assessment has been prepared with reference to the *NSW Heritage Manual* update *Statements of Heritage Impact* (2002) and with reference to the Council planning controls listed under Section 1.6.

This report is based on a desktop study.

1.6.1 Heritage Listing Sheets

- 'Penrith Council Chambers (former)', Heritage NSW State Heritage Inventory ID No. 2260189.
- 'Penrith Railway Station group', Heritage NSW State Heritage Register ID No. 5012132.
- 'Red Cow Hotel', Heritage NSW State Heritage Inventory ID No. 2260690.
- Station Master's House (former)', Heritage NSW State Heritage Inventory ID No. 2260187.
- 'TAFE Building', Heritage NSW State Heritage Inventory ID No. 2260189.

- *Penrith Development Control Plan 2014.*
- *Penrith Local Environmental Plan 2010.*

Nos. 160, 162 and 172 Lord Sheffield Circuit, North Penrith is located on the southern side of Lord Sheffield Circuit (Figure 1). The site is identified as follows:

- No. 160 Lord Sheffield Circuit (Lot 3011, D.P. 1184498).
- No. 162 Lord Sheffield Circuit (Lot 3001, D.P. 1184498).
- No. 172 Lord Sheffield Circuit (Lot 3002, D.P. 1184498).

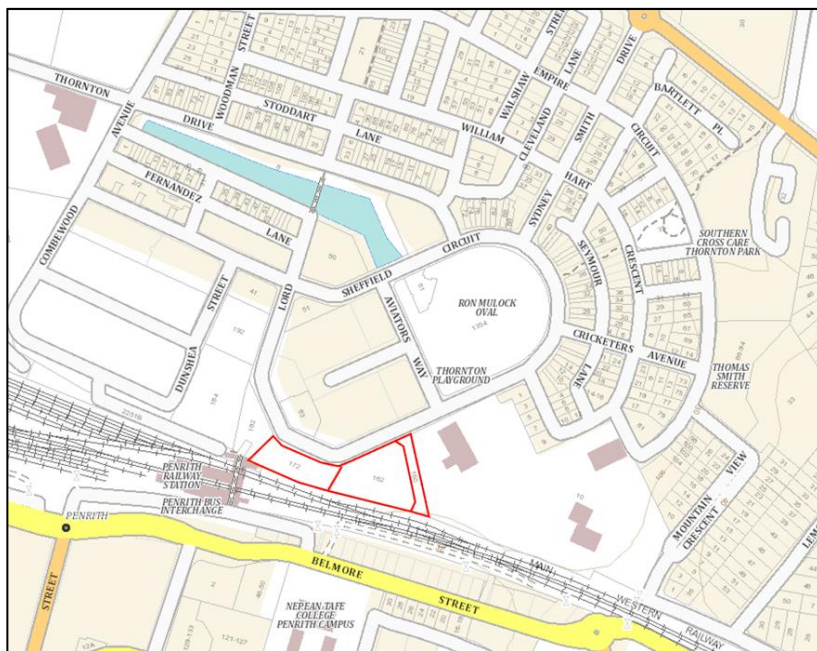


Figure 1: Nos. 160, 162 and 172 Lord Sheffield Circuit. The site location is outlined in red.
SIX Maps, 2022

2 SITE ASSESSMENT

2.1 The Site

For the following, refer to Figure 2, an aerial photograph over the site, and to the survey that accompanies this application.



Figure 2: Aerial photograph of Nos. 160, 162 and 172 Lord Sheffield Circuit. The site is outlined in red.

SIX Maps 2022

The site comprises three irregularly shaped allotments with frontage to Lord Sheffield Circuit to the north and to the Great Western Railway corridor to the south. The site boundaries are approximately as follows: north, 170m; south, 205m; east, 95m; and west, 40m. The total site area is approximately 8,305m². The site is vacant with no built structures, however, has lawn and irregularly spaced trees.

Refer to Figures 3 to 5 which illustrate the site.



Figure 3: Looking towards the site from the west, adjacent to Penrith Station.
Provided by the client



Figure 4: Looking towards the site from the east on Lord Sheffield Circuit.
Provided by the client

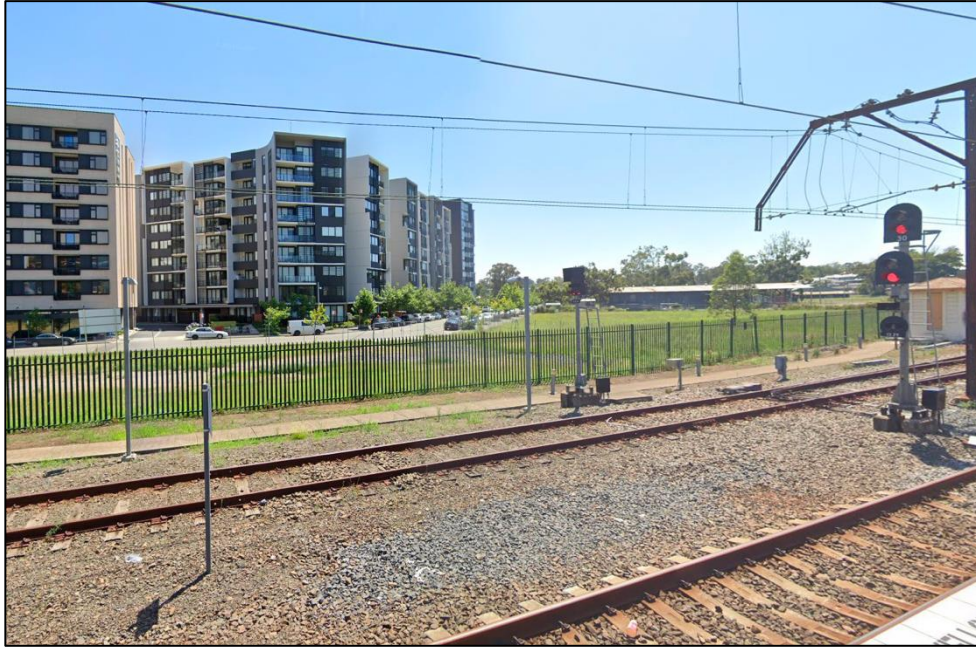


Figure 5: Looking towards the site from within the adjacent railway corridor.
Provided by the client

2.2 The Surrounding Area

2.2.1 The General Area

For the following, refer to Figure 6, an aerial photograph of the site and its surrounds.

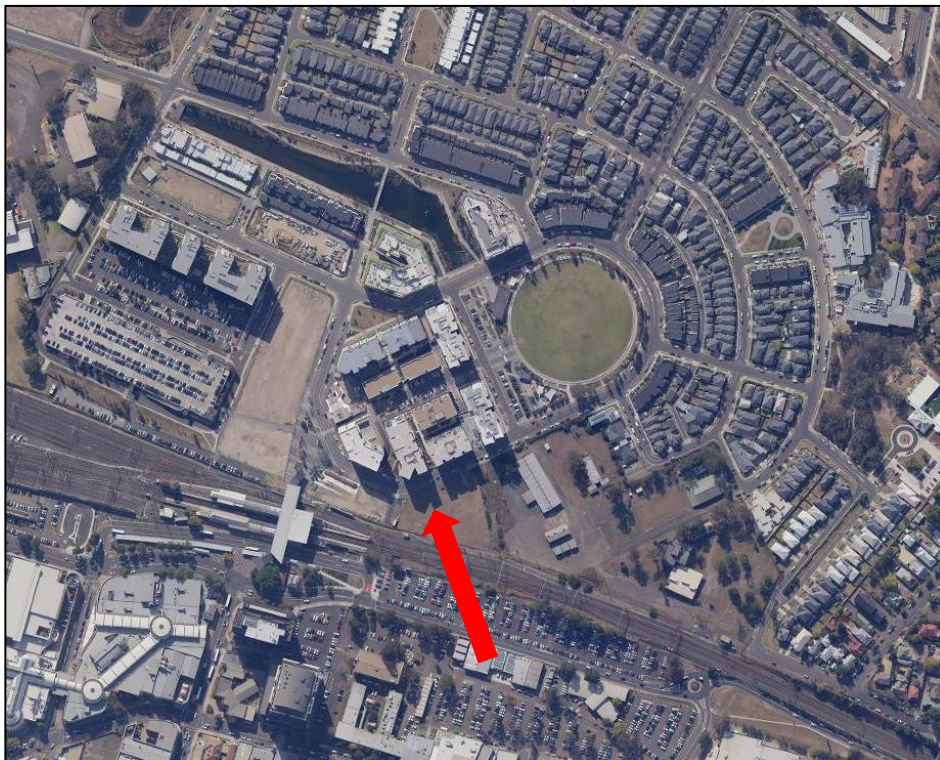


Figure 6: Aerial photograph of surrounding area. The site location is indicated by the red arrow.

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The site is located within the North Penrith Precinct as defined by Part E of the *Penrith Development Control Plan 2014 (DCP 2014)*. The land was historically owned by the Commonwealth Department of Defence and was sold to UrbanGrowth NSW (now Infrastructure NSW) in 2012, which rezoned the land to facilitate residential and commercial development. The site is zoned B2: Local Centre and has a maximum height of 32m. Surrounding land uses include RE1: Public Recreation and R1: General Residential.

2.2.2 North Penrith Precinct

The *DCP* provides the following expected outcomes for the North Penrith Precinct:

- 1) Transport and Accessibility
 - a) A residential density, urban structure and parking provision that supports the establishment of a model transit oriented development.
 - b) An integrated and legible network of open space and pathways to encourage pedestrian and cyclist activity, particularly to and from the train station.
- 2) Urban Design
 - a) A dense and interconnected mixture of land uses which include residential, recreational, employment, retail, office and business services.
 - b) Create a transit oriented, cohesive development incorporating retail, commercial, business, civic, community, recreation, residential and employment uses.
 - c) Create a safe and convenient pedestrian network formed by a closely spaced grid of streets interconnected with public open spaces.
- 3) Housing and Community
 - a) A vibrant urban community of around 900 to 1,000 dwellings.
 - b) Meet the growing and ageing population of Penrith through the provision of a diverse range of housing types and sizes.
 - c) Around 7ha of open space/canals including a new oval with outdoor recreational facilities, canal edge boardwalk and local parks.
- 4) Economic
 - a) Generate up to 770 direct jobs on the site and over 1,100 flow-on jobs.
 - b) Deliver a high level of self-containment in terms of employment generation and retail expenditure, reducing the trip generation of residents, workers and commuters visiting North Penrith.
 - c) Cater for the daily needs and services of the North Penrith community and commuters using Penrith Railway Station.
 - d) Provide opportunities for employment generating development within a close proximity to public transport services.
- 5) Environmental
 - a) Retention of identified key stands of existing trees.
 - b) Mitigation and management of existing flooding issues on the site.
- 6) Heritage
 - a) Enhance the heritage characteristics of Thornton Hall.
 - b) Respect the Combewood curtilage.
 - c) Protection of environmental heritage by incorporation of the heritage features and vistas into the road and open space network.¹

¹ *Penrith Development Control Plan 2014*, Part E – Key Precincts.

2.2.3 Lord Sheffield Circuit

Lord Sheffield Circuit runs off Combewood Avenue to the west. The road carries two-way traffic with provision for street parking on both sides. Concrete footpaths with grass verges and street trees line either side. The street is characterised by contemporary high-density multi-storey mixed-use and residential flat buildings. Buildings in the streetscape include Nos. 81-83 Lord Sheffield Circuit to the north of the site. This comprises a pair of nine-storey residential flat buildings and an eight-storey serviced apartment building. To the east is No. 231 Lord Sheffield Circuit, a 11-storey serviced apartment building.

Refer to Figures 7 and 8 which illustrate the streetscape.



Figure 7: An example of nine-storey residential flat buildings to the north of the site.
Google Maps



Figure 8: An example of an 11-storey serviced apartment building to the east of the site.
Google Maps

3 ASSESSMENT OF SIGNIFICANCE

3.1 Summary of Statutory Heritage Listings

Nos 160, 162 and 172 Lord Sheffield Circuit, North Penrith:

- Is not listed as a heritage item by Schedule 5 Part 1 of the *Penrith LEP 2010*.
- Is not located within a Conservation Area by Schedule 5 Part 2 of the *Penrith LEP 2010*.
- Is not listed as an item on the State Heritage Register under the *NSW Heritage Act 1977*.

3.2 Heritage Items Within the Vicinity of the Site

For the following, 'within the vicinity' has been determined with reference to physical proximity, existing and potential view corridors and the nature of the proposed works.

Refer to Figure 9 which reproduces a map from the NSW Planning Portal showing items listed on the State Heritage Register within the vicinity of the site. In this map, State Heritage items are hatched blue and numbered and local heritage items are coloured brown and numbered. The site is outlined in red.

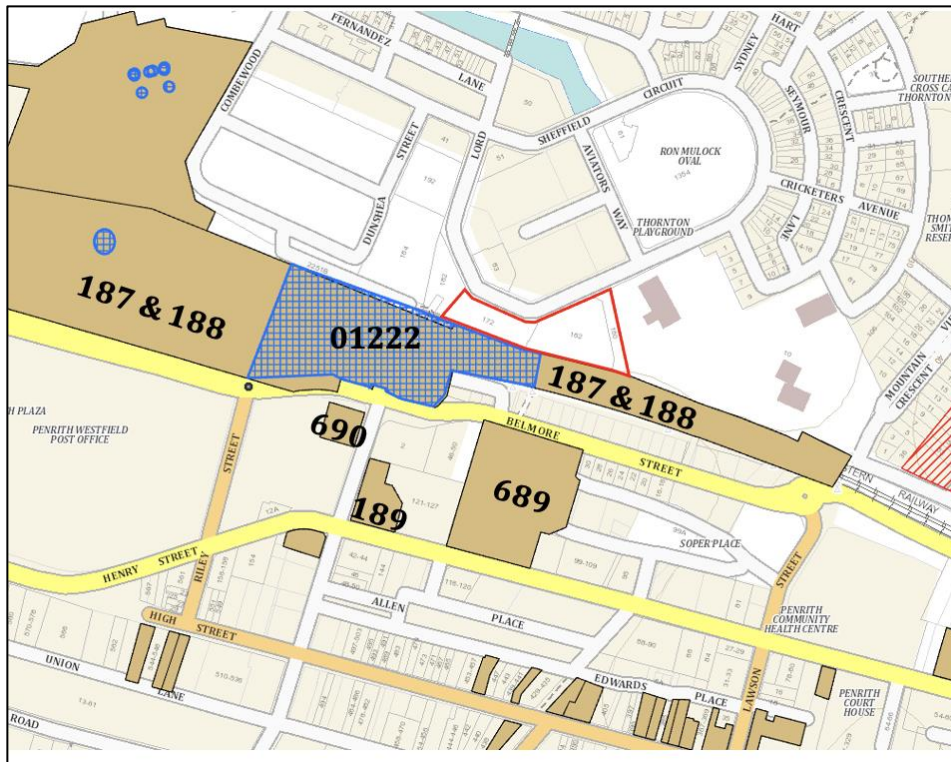





Figure 9: Detail, map showing State Heritage items in relation to the site.
NSW Planning Portal, 2022. Annotations by WPH&P.

There are five heritage items listed by Schedule 5 Part 1 of the *Penrith LEP 2010* and one item listed on the State Heritage Register under the *NSW Heritage Act 1977* within the vicinity of the site.

Listing	Description	Significance
<p><i>Penrith Railway Station group', Great Western Railway, Penrith</i></p> <p>Listed on the State Heritage Register ID No. 01222.</p> <p>Listed on the Penrith LEP 2010, Item No. I87.</p>	<p>This item is located adjacent to the south. It comprises a c. 1863/1890 railway station with several built elements, most of which are located to the west of the site. The closest element is a c. 2000s footbridge which extends across the railway corridor.</p> <p>The item is highly visible in view corridors to and from the site. The setting surrounding the item is characterised by multi-storey contemporary buildings to the north and 19th and 20th century period buildings on the south side, interspersed with infill development.</p> 	<p>The State Heritage Register provides the following Statement of Significance for this item:</p> <p><i>Penrith Railway Station is of state significance as an early railway site with buildings dating from the 1860s and as a former terminus for a number of years during the extension of the railway line over the Blue Mountains. The 1860s and 1890s station buildings are relatively intact examples of Victorian second-class and third-class station buildings and remain as important landmarks in the townscape of Penrith. The station was instrumental in the development of the main western railway line across the mountains and an important terminus for changing locomotives to cross the Blue Mountains as well as pushing trains towards Sydney.</i></p> <p><i>The Penrith station master's residence is of state significance for its long association with Penrith station since 1878 and as only one of four known two storey residences constructed in the metropolitan region demonstrating its importance as a major terminus station on the NSW network. The residence is of aesthetic significance as a landmark within the Penrith station precinct and the town centre of Penrith providing a tangible link with the establishment of Penrith as an important railway location. Its simple Victorian Georgian detailing and lack of embellishment demonstrate the design and construction techniques of late 19th Century railway residences where aesthetic qualities and embellishments were restricted due to a balance between status and financial restraint.</i></p>

		<p><i>The Penrith signal box is significant as evidence of Penrith station's role in assisting the railway traffic management between Sydney and the Blue Mountains since 1956. It is an unusual example of post World War II period Functionalist style railway signal boxes due to its polygonal signal tower presenting a design more like an airport control tower than a signal box. The signal box is a dominant feature within the station's setting when approached from the Down side.</i></p> <p><i>The turntable at Penrith is significant as a railway relic from the early days of the operation of the locomotive depot that once existed immediately west of the Penrith station until 1956 and as the last physical reminder of what was a large locomotive depot and later coaling facility. While dating from 1896, the turntable represents an important function that was in existence at the station opening in 1863 when it was an important terminus.</i></p> <p><i>The water tank, filler spout and water column are important surviving items of infrastructure supporting steam locomotive operation, denoting the close affiliation Penrith station has with steam train operations over the Blue Mountains.²</i></p>
<p><i>'Station Master's House (former)', Jane Street, Penrith</i></p> <p>Listed on the State Heritage Register, ID No. 01222.</p>	<p>This item is located to the south of the site and is separated from it by the railway corridor. It comprises a c. 1878 former residence.</p> <p>The item has little visibility from the site as it is concealed by vegetation and the railway corridor. The setting surrounding the item is</p>	<p>Refer to the listing sheet above for further information.</p>

² 'Penrith Railway Station group', Heritage NSW State Heritage Register ID No. 5012132.

<p>Listed on the <i>Penrith LEP 2010</i>, Item No. 188.</p>	<p>characterised by multi-storey contemporary buildings to the north and 19th and 20th century period buildings on the south side, interspersed with infill development.</p> 	
<p><i>'Penrith Council Chambers (former)', Nos. 129-133 Henry Street, Penrith</i></p> <p>Listed on the <i>Penrith LEP 2010</i>, Item No. 189.</p>	<p>This item is located to the south of the site and is separated from it by intervening structures and vegetation. It comprises a c. 1959 building.</p> <p>It has no visibility from the site as it is obscured by a taller building to the north. The setting surrounding the item is characterised by 19th and 20th century period buildings, interspersed with infill development.</p> 	<p>The State Heritage Inventory provides the following Statement of Significance for this item:</p> <p><i>The former Penrith City Council chambers completed in 1959 was the first chambers of the newly incorporated City of Penrith Council, and formed the focus for the planning and administration of post war expansion in the Nepean region. The former chambers demonstrate a phase in the development of the Nepean region following the amalgamation of numerous rural councils and marked a return to a form of centralised government on which Penrith had been founded in the early nineteenth century. The building is an example of the inter-war Moderne /Functionalist style of architecture set within a landscaped forecourt.³</i></p>
<p><i>'TAFE Building', Nos. 115-119 Henry Street, Penrith</i></p> <p>Listed on the <i>Penrith LEP 2010</i>, Item No. 689.</p>	<p>This item is located to the south of the site and is separated from it by intervening structures and vegetation. It comprises a c. 1961 building.</p> <p>The item has limited visibility from the site. The setting surrounding the item is characterised by multi-storey contemporary buildings to</p>	<p>The State Heritage Inventory provides the following Statement of Significance for this item:</p> <p>The TAFE building is one of the first post 1960 modern civic buildings erected in Penrith designed in the international style, at the onset of the growth of the town into a regional city. The building is an excellent</p>

³ 'Penrith Council Chambers (former)', Heritage NSW State Heritage Inventory ID No. 2260189.

	<p>the north and 19th and 20th century period buildings on the south side, interspersed with infill development.</p> 	<p>example of the work of the NSW Government Architect at the time and is rare within the LGA. The building is located within a precinct of former centres of local and county levels of government administration, this building demonstrating a layer of state government administration. The role of the building in providing instruction in trades and services coincides with the importance of Penrith as a place of industry.⁴</p>
<p><i>'Red Cow Hotel', Nos. 569-595 High Street, Penrith</i></p> <p>Listed on the <i>Penrith LEP 2010</i>, Item No. 690.</p>	<p>This item is located to the south of the site and is separated from it by intervening structures and vegetation. It comprises a c. 1865 hotel building.</p> <p>It has no visibility from the site as it is concealed from view by the railway corridor and station. The setting surrounding the item is characterised by multi-storey contemporary buildings to the north and 19th and 20th century period buildings on the south side, interspersed with infill development.</p> 	<p>The State Heritage Inventory provides the following Statement of Significance for this item:</p> <p><i>Completed around 1865, the Red Cow Inn is rare in Penrith LGA for its historic association with a family of note in the region and in eloquently demonstrating the impact of the coming of the railway had on the development of commerce. The building is unique in Penrith as an extant inn of the mid nineteenth century. The building forms part of a precinct of buildings with historic associations with the railway station.⁵</i></p>

4 THE PROPOSAL

The following should be read in conjunction with the plans prepared by SJB Architects that accompany this application:

- Removal of all existing site features and vegetation.
- Construction of two new mixed-use buildings comprising:
 - Three levels of basement car parking with access via Lord Sheffield Circuit to provide a total of 422 car parking spaces and 133 bicycle spaces.
 - A shared two-storey podium level to provide retail uses.

⁴ 'TAFE Building', Heritage NSW State Heritage Inventory ID No. 2260689.

⁵ 'Red Cow Hotel', Heritage NSW State Heritage Inventory ID No. 2260690.

- Upper floors to provide one-, two- and three-bedroom residential apartments.
- New landscaping and other public domain work to include a community garden and street trees.

The following materials and finishes are proposed:

- Brick.
- Cementitious Render in 'White', 'Grey' and to match proposed brickwork.
- Metalwork in 'White' and 'Charcoal'.

5 EFFECT OF WORK

5.1 Methods of Assessment

The following is a merit-based assessment. It does not consider compliance or otherwise with Council's numerical controls except where non-compliance would result in a heritage impact. Refer to the Statement of Environmental Effects that accompanies this application. The following assessment is made with an understanding of the objectives and controls provided by the *Penrith LEP 2010* and the *Penrith DCP 2014*.

5.2 Effect of Work on Heritage Items Within the Vicinity

'Penrith Railway Station group', Great Western Railway, Penrith

The proposed works will have a minimal and acceptable impact on this item for the following reasons:

- There will be no impact on the fabric of this item. The proposed works, including the basement, are set back from the boundary of the item by at least 10.5m and are further removed from significant built elements including the c. 1863/1890 station buildings.
- The proposal is for two mixed-use buildings which are to be located to the east of the item. This will reduce view corridors on approach from the east on Lord Sheffield Circuit. This will have a minimal and acceptable impact because this is not a historically significant view as this part of Penrith has been closed to the public for some time.
- The item, including its c. 2000s footbridge, will remain highly visible when standing directly outside on Lord Sheffield Circuit, and on approach from the west.
- Existing significant view corridors towards the item from within the railway corridor and from Jane Street will also not be reduced or blocked.
- The proposed works will be highly visible from the item and will form part of its wider setting. This will have a minimal and acceptable impact because views from out of the station already look towards contemporary mixed-use buildings of similar scale as that proposed.
- The proposed buildings are well-designed and will have an acceptable impact on the setting of the item for the following reasons:
- The proposed works will comprise two buildings to be linked at podium level with the upper floors clearly separated. This will help to reduce their visual impact and break up the overall massing.
- The design has further successfully mitigated the visual impact by introducing a podium with increased setbacks for the main tower element. This will help to reduce the bulk and scale of the buildings.

-
- The buildings will have a well-articulated façade comprising a simple, unobtrusive contemporary aesthetic that will not compete with the more complex detailing of the item, and will sit comfortably in the streetscape, where viewed in relation to the item.
 - The southern boundary of the site will comprise a simple two-storey colonnade with the buildings behind. This will encourage a street level pedestrian interface, where viewed from the items, and further mitigate the visual impact of the buildings.
 - The proposed buildings will be constructed of high-quality materials including face brick and cementitious render. The selective use of brick will enable it to relate to materials found on the item.
 - The proposed works include landscaping which will contribute to the amenity of the item.
 - The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of the item.

‘Station Master’s House (former)’, Jane Street, Penrith

The proposed works will have a minimal and acceptable impact on this item for the following reasons:

- There will be no impact on the fabric of this item, which is sufficiently separated from the site.
- There will be no impact on significant view corridors towards this item, which are obtained from Jane Street. The site is located to the north on Lord Sheffield Circuit and lies well outside these view corridors.
- The proposed works will be visible from the item, where they will present as well-designed, clearly contemporary buildings that are consistent with the setting of the item as characterised by multi-storey mixed-use buildings.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of this item.

‘TAFE Building’, Nos. 115-119 Henry Street, Penrith

The proposed works will have a minimal and acceptable impact on this item for the following reasons:

- There will be no impact on the fabric of this item, which is sufficiently separated from the site.
- There will be no impact on significant view corridors towards this item, which are obtained from Henry Street, with secondary view corridors via Belmore Street. The site is located to the north on Lord Sheffield Circuit and lies well outside these view corridors.
- The proposed works will be visible from the item, where they will present as well-designed, clearly contemporary buildings that are consistent with the setting of the item as characterised by multi-storey mixed-use buildings.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of this item.

‘Red Cow Hotel’, Nos. 569-595 High Street, Penrith

The proposed works will have a minimal and acceptable impact on this item for the following reasons:

- There will be no impact on the fabric of this item, which is sufficiently separated from the site.
- There will be no impact on significant view corridors towards this item, which are obtained from either Station Street or Jane Street. The site is located to the northeast on Lord Sheffield Circuit and lies well outside these view corridors.
- The proposed works will be visible from the items, where they will present as well-designed, clearly contemporary buildings that are consistent with the setting of the item as characterised by multi-storey mixed-use buildings.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of this item.

'Penrith Council Chambers (former)', Nos. 129-133 Henry Street, Penrith

The proposed works will have no impact on this item for the following reasons:

- There will be no impact on the fabric of this item, which is sufficiently separated from the site.
- There will be no impact on significant view corridors towards this item, which are obtained from either Henry Street or Station Street. The site is located to the northeast on Lord Sheffield Circuit and lies well outside these view corridors.
- The proposed works are unlikely to be visible from this item due to existing multi-storey development which will conceal view of it from the rear of the item.
- The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of this item.

6 CONCLUSION

This Heritage Impact Statement has been prepared in conjunction with a Development Application for the construction of a new mixed-use development at Nos. 160, 162 and 172 Lord Sheffield Circuit, North Penrith, New South Wales. The site has no statutory heritage listings but lies adjacent to and within the vicinity of heritage items listed by Schedule 5 Part 1 of the *Penrith LEP 2010*. The site is also located adjacent to another item listed on the State Heritage Register under the *NSW Heritage Act 1977*.

The proposed works will have a minimal and acceptable impact on the adjacent State Heritage listed item as there will be no impact on its heritage fabric or significant view corridors. View corridors from the east, on Lord Sheffield Circuit, will be reduced, noting that this is not an historically significant view. The proposed buildings are consistent with the existing setting of the item. The buildings are well-articulated and well-designed with an obtrusive façade that will not compete with the more complex detailing of the item. Their visual impact has been successfully mitigated by the proposed setbacks. The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of this item.

The proposed works will have a minimal and acceptable impact on local heritage items within the vicinity as there will be no impact on either their fabric or on significant view corridors towards them. The proposed works are consistent with their existing setting as characterised by contemporary multi-storey mixed-use buildings. The proposed works will, overall, have no impact on the ability of the public to understand and appreciate the historic and aesthetic significance of the items.