




Heritage Impact Statement

Victoria Street & George Street, Burwood

28-34 Victoria Street & 23-27 George Street, Burwood, NSW 2134

Submitted to Burwood Council
On Behalf of VSD Investments Pty Ltd

Report Revision History

Revision	Date Issued	Prepared by	Reviewed by	Verified by
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CERTIFICATION

This report has been authorised by City Plan Heritage P/L, with input from a number of other expert consultants, on behalf of the Client. The accuracy of the information contained herein is to the best of our knowledge not false or misleading. The comments have been based upon information and facts that were correct at the time of writing this report.

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Abbreviations and Conventions

Term	Refers to
'Subject site'	The three property lots SP4241, SP4711 and SP49414 at 28a-30 Victoria Street, Burwood and property lot SP 47 at 23-27 George Street, Burwood
I20	'Congregational (Uniting) Church and Church Hall' (I20), 134A Burwood Road (Burwood LEP 2012)
I56	'Victorian semi-detached houses' (I56), 9-11 George Street (Burwood LEP 2012)

Abbreviations	
CBD	Central Business District
CPH	City Plan Heritage
DA	Development Application
DCP	Development Control Plan
DP	Deposited Plan
FSR	Floor Space Ratio
HCA	Heritage Conservation Area
HIS	Heritage Impact Statement
ICOMOS	International Council on Monuments and Sites
LEP	Local Environmental Plan
LGA	Local Government Area
PP	Planning Proposal

1. Introduction

1.1 Background

City Plan Heritage (CPH) has been engaged by VSD Investments Pty Ltd to prepare the following Heritage Impact Statement (HIS) to accompany a Planning Proposal (PP) for the redevelopment of three property lots (SP4241, SP4711 and SP49414) at 28-34 Victoria Street, Burwood and (SP 47) at 23-27 George Street, Burwood.

The Planning Proposal can be summarised as follows:

A mixed-use development comprising two separate podium and tower envelopes. The first envelope, facing Victoria Street, will generally include 4 podium levels for commercial purposes, above which there would be 34 levels for residential dwellings. The second envelope, facing George Street, will include 3 podium levels, above which there would be 20 levels for residential dwellings. A pedestrian link, extending through the site from the Victoria Street frontage to the George Street frontage, is also a key feature of the proposal. In addition, the envelope facing Victoria Street will include publicly accessible open space at the ground level, as well as private communal open space at the top of the podium.

CPH understands that as the proposal does not comply with the relevant building height and FSR controls, it will require an amendment to the Burwood LEP 2012.

The subject site is not listed as a heritage item under Part 1 of Schedule 5 of the Burwood Local Environmental Plan (LEP) 2012, nor is it located within a Heritage Conservation Area (HCA). It is, however, in the proximity of the following State heritage-listed items under the NSW *Heritage Act 1977*:

- 'Burwood Rail Underbridge' (SHR no.01030); and
- 'Burwood Railway Station Group' (SHR no.01106).

The subject site is also located within the close proximity of the following local heritage-listed items under Part 1 of Schedule 5 of the Burwood LEP 2012:

- 'Shops - first floor façades', 57 and 59 Burwood Road (I17);
- 'Victorian shops- first floor façade', 71-77 Burwood Road (I18);
- 'Congregational (Uniting) Church and Church Hall', 134A Burwood Road (I20);
- 'Victorian semi-detached houses', 9 and 11 George Street East (I56);

As no physical works are proposed at this stage, this Planning Proposal (PP) will need to be assessed in relation to its potential heritage impacts upon the heritage items and their settings.

1.2 Site Location

The subject site is located in the suburb of Burwood, which is approximately 10 kilometres west of the Sydney Central Business District (CBD) in the Local Government Area (LGA) of Burwood Council. The subject site is located on the southern side of Victoria Street, comprising 28 Victoria Street (SP49414), 28a-30 Victoria Street (SP4241) and 32-34 Victoria Street (SP4711) and on the northern side of George Street at 23-27 George Street (SP 47) (Figure 1). For a more detailed description of the site and its context, see *Section 2.0 - Site Description and Context*.



Figure 1: Cadastral map showing the location of the subject site, outlined in red (Source: SIX Maps, accessed on 12 September, 2017. Available from <https://maps.six.nsw.gov.au/>)

1.3 Methodology

This Heritage Impact Statement (HIS) has been prepared in accordance with the NSW Heritage Manual 'Statements of Heritage Impacts' and 'Assessing Heritage Significance' guidelines. The philosophy and process adopted is that guided by *The Burra Charter: the Australia ICOMOS Charter for Place of Cultural Significance 2013*. The subject proposal has been considered in relation to the relevant controls and provisions contained within the

Burwood LEP 2012 and the Burwood Comprehensive DCP 2013, as well as the provisions of the *NSW Heritage Act 1977*.

1.3.1 Site Survey

A site survey was undertaken by CPH on 7 September, 2017 with the purpose of photographing and understanding the subject site and its locality. All results are presented in *Section 2.2 - Site Description*.

1.4 Author Identification

The following report has been prepared by Alexandra Ribeny (Assistant Heritage Consultant) with input from Kerime Danis (Director - Heritage) who has also endorsed its contents. It has been also reviewed by Carole-Lynne Kerrigan (Associate Director - Heritage).

2. Site Description and Context

2.1 Site Context

The subject site is located approximately 10 kilometres west of the Sydney CBD in the suburb of Burwood. The suburb of Burwood is located in the LGA of Burwood Council and covers an area of approximately 7 kilometres². It lies between the suburbs of Strathfield, Concord, Canada Bay, Five Dock, Croydon, Burwood Heights and Enfield (Figure 2).

The subject site is situated between Victoria Street and George Street, within the block bounded by Burwood Road to the west, Shaftesbury Road to the east and George Street to the south (Figure 3). The subject site comprises number 28 Victoria Street (SP49414), 28a-30 Victoria Street (SP4241), 32-34 Victoria Street (SP4711) and 23-27 George Street (SP 47) (Figures 1).

The subject site does not contain any heritage-listed item, however, it is located proximal to two items of State heritage significance under the NSW *Heritage Act 1977* as 'Burwood Rail Underbridge' (SHR no.01030) and 'Burwood Railway Station Group' (SHR no.01106). The subject site is also proximal to four items of local heritage significance listed under Part 1 of Schedule 5 in the Burwood LEP 2012 as 'Shops - first floor façades' (I17), 'Victorian shops-first floor façade' (I18), 'Congregational (Uniting) Church and Church Hall' (I20) and 'Victorian semi-detached houses' (I56) (Figure 4).



Figure 2: Location of the suburb of Burwood approximately 10 kilometres west of the Sydney CBD (Source: SIX Maps (2017), accessed on 12 September, 2017. Available from <https://maps.six.nsw.gov.au/>)



Figure 3: Location of subject site in the block bounded by Victoria Street (north), Shaftesbury Road (east), George Street (south) and Burwood Road (west) (Source: SIX Maps)

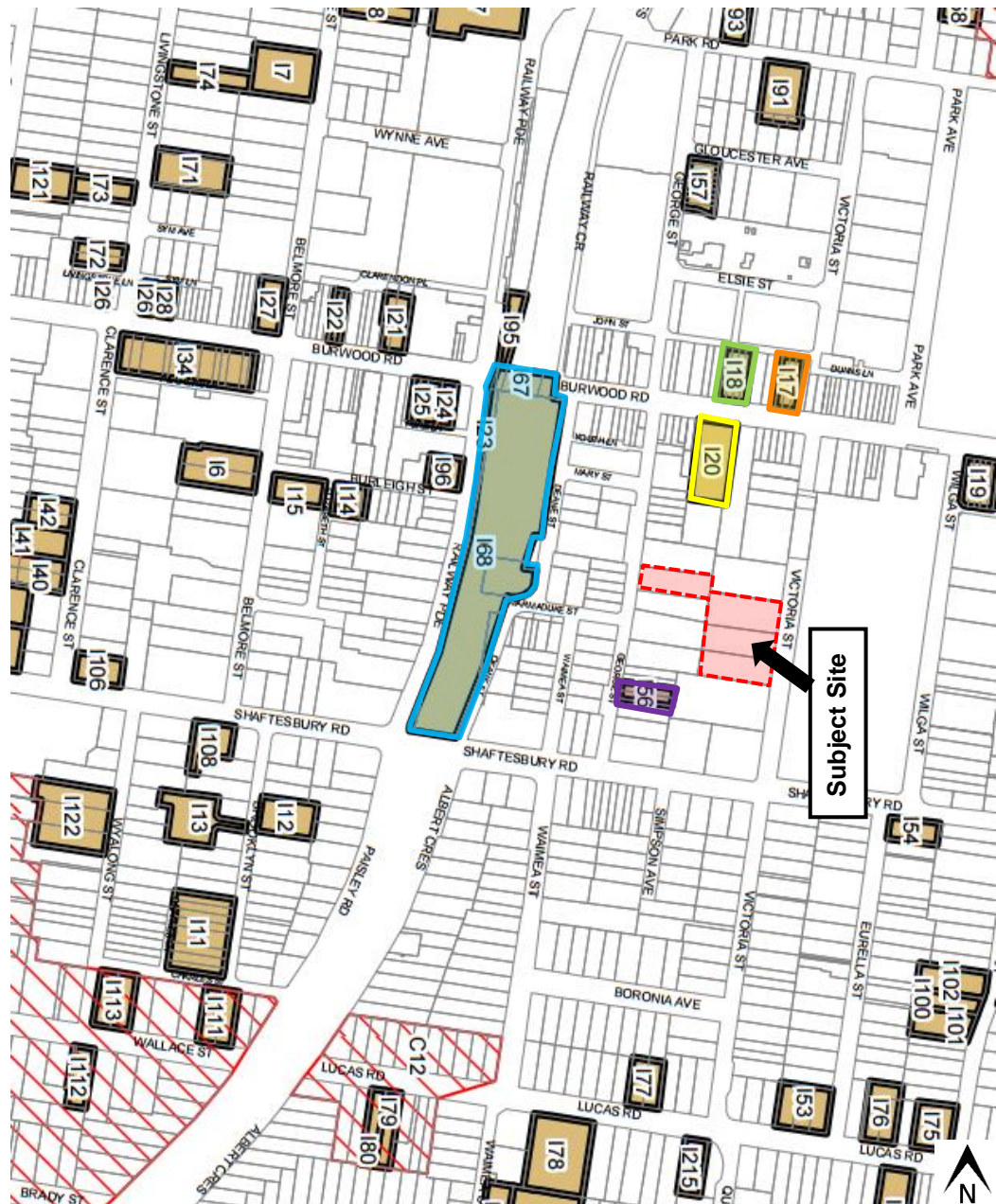


Figure 4: Location of the subject site (indicated in blue) in relation to surrounding heritage items: 'Burwood Rail Underbridge' and 'Burwood Railway Station Group' (I67 & 68 - indicated in blue), "Shops - first floor facades" (I17 - indicated in orange), 'Victorian shops - first floor façade' (I18 - indicated in green), 'Congregational (Uniting) Church and Church Hall' (I20 - indicated in yellow) and 'Victorian semi-detached houses' (I56 - indicated in purple) (Source: Burwood LEP 2012)

2.2 Site Description

2.2.1 Wider Setting

The subject site is located within the suburb of Burwood, which is today characterised by a mixture of residential, commercial and light industrial developments centred around Burwood Road, Westfield Shopping Centre and Burwood Railway Station (Figure 5). High-rise residential and commercial development is located on peripheral streets surrounding the town centre and railway line.

The central thoroughfare of Burwood Road consists of a mixture of Victorian and Federation-style buildings, interspersed with modern, on either side of a single-lane two-way street (Figure 6). Two items of local heritage significance are located on the western side of Burwood Road (Figure 7). The first is located at 71-77 Burwood Road and is listed as 'Shops - First floor facades only' (I17). The following description is provided in the State Heritage Inventory¹:

Nos. 71-75 are three bays that feature a rendered brick façade with a decorative parapet. A central raised parapet arch is dated 1898. Original timber windows have a continuous sunhood. Nos. 73 & 75 are well maintained, however, No. 71 is in poor condition. No. 77 is a dated 1898 façade that is rendered with decorative urns and moulds to the parapet. Unfortunately, a large advertising sign detracts from the overall quality of the building.

The second item is located at 90-98 Burwood Road and is also listed as 'Victorian Shops - First floor facades only' (I18). The following description is provided in the State Heritage Inventory form²:

No. 98 has a first-floor façade that addresses the corner with its splayed frontage and raised parapet. Decorative parapet detailing is retained. Unfortunately aluminium windows have replaced original timber windows. Nos. 90-96 is a group of terraces with modern shopfront ground floors and Victorian first floors, set well back from the shop alignment. These terraces feature broken pediments on the parapet detailing, corrugated iron balcony roof and decorative parapet detailing. No. 96 retains the original cast iron valance and Nos. 90 & 94 have infill balconies, which are however, reversible.

The locally listed 'Congregational (Uniting) Church and Church Hall' (I20) is located on the eastern side of Burwood Road a description for which is also provided in the State Heritage Inventory (SHI)³:

The Church is constructed of stone with steeply pitched slate roof, dressed stone string course, decorative metal vents, pointed arch windows, with pointed labels and decorative stone tracery. The most dominant feature is the entrance tower with its rounded trefoil windows and tall copper spire.

High-rise development to the east of Burwood Road is increasingly visible from the Burwood Road streetscape and church façade (Figure 8).

The subject site is located approximately 100 metres east of Burwood Road on the southern side of Victoria Street. To its west is the southern extension of the Westfield Shopping Centre, which includes parking and a cinema complex. This is connected to the primary component of the shopping centre (to its north) via a skyway, which crosses over Victoria

¹ State Heritage Inventory Form. Accessed on 12 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250056>.

² State Heritage Inventory Form. Accessed on 12 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250059>.

³ State Heritage Inventory Form. Accessed on 12 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250057>

Street (Figure 9). Immediately east of the parking and cinema is a 20-storey high-rise residential building named 'Victoria Towers' (Figure 10). This structure is visible in relation to all heritage-listed items within the vicinity of the subject site. Immediately east of 'Victoria Towers' are the three lots which make up the subject site at 28-34 Victoria Street (for further details see *Section 2.2.2 - Subject Site*). A further two apartment complexes of no more than 10 storeys are located east of the subject site; both apparently of late 20th century construction.

Perpendicular with Victoria Street is Shaftesbury Road, which is lined by similar low-rise apartment complexes, a carwash and mechanic. Approximately 100 metres south this road intersects with George Street, which runs parallel with Victoria Street. The heritage-listed item 'Victorian semi-detached houses' (I56) is located 9-11 George Street, approximately 50 metres west of the Shaftesbury Road intersection. The following description is provided in the State Heritage Inventory form for the item⁴:

Two storey substantially intact italianate terraces with a rendered façade. These semi-detached Terraces feature a triple light arched windows with moulded hoods, arched fanlight, rendered paired brackets, french doors to balcony, cast iron valance and balustrade. The parapet roof features a central raised arched section and cement urn.

Further west still, at 23-27 George Street, is the fourth lot which makes up the subject site (for further details see *Section 2.2.2 - Subject Site*). George Street continues west for another 250 - 300 metres before meeting up again with Burwood Road.

⁴ State Heritage Inventory Form. Accessed on 12 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250059>



Figure 5: Aerial photograph of the subject site (indicated in red) within its urban setting, with Westfield Shopping Centre the main thoroughfare of Burwood Road to its west (indicated in blue) and railway line (indicated in yellow) to the south (Source: SIX Maps (2017), accessed on 12 September, 2017. Available from <https://maps.six.nsw.gov.au/>)



Figure 6: Views along Burwood Road: View south (left) toward Burwood Railway Station and view north (right) toward Victoria Street.

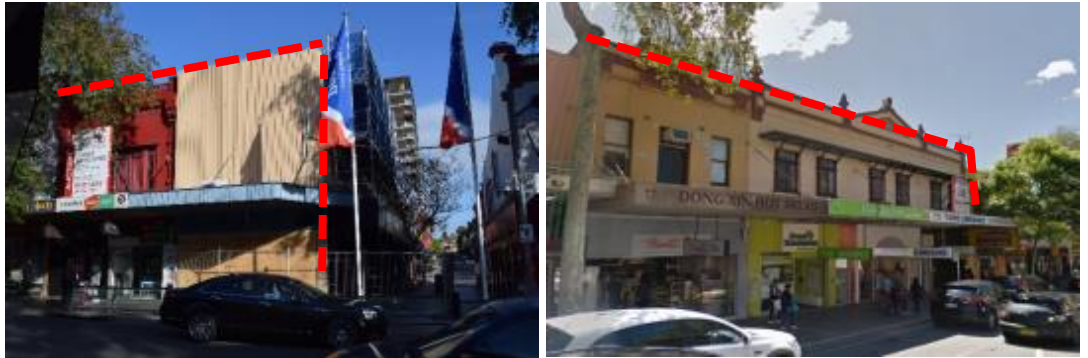


Figure 7: Context of the heritage listed shops: View west from Burwood Road with heritage-listed items 'Shops- first floor façade' (I17) (left) and 'Victorian shops- first floor façade' (I18) (right), outlined in red. (Source: Google Maps, via <https://www.google.com.au/maps/>, accessed 19 July 2017).



Figure 8: Context of heritage listed item 'Congregational (Uniting) Church' (I20): View east from Burwood Road, with the 'Victoria Towers' building at 36-38 Victoria Street visible behind it.



Figure 9: Views along Victoria Street: View east (left), with Westfield Shopping Centre visible on the right and 'Victoria Towers' behind it. View west (right) toward Burwood Road with the shopping centre skyway crossing Victoria Street.



Figure 10: Context of 'Victoria Towers', Victoria Street: View south (left) with the lower floors of 'Victoria Towers' and the Westfield Shopping Centre parking separated via an entry driveway. View west (right) with the profile of 'Victoria Towers' and a component of the subject site at 32-34 Victoria Street in the foreground.



Figure 11: Views along Shaftesbury Road: View south (left) toward George Street and view east (right) with residential dwellings on the eastern side of Shaftesbury Road.



Figure 12: Context of heritage-listed 'Victorian semi-detached houses' (I56): View north from George Street, showing rendered façade, cast iron valance and balustrade railings, French doors and parapet roof feature.



Figure 13: High-rise development on George Street: looking south toward Deane Street (left). 29 George Street currently under construction looking onto rear of 36-38 Victoria Street (right)

2.2.2 The Subject Site

The following descriptions relate to the four lots (SP4241, SP4711, SP49414 and SP 47) and their respective apartment buildings, which make up the subject site at 28 - 34 Victoria Street and 23-27 George Street, Burwood.

Note: While descriptions for the landscape context and common areas of each building are based on direct observation, descriptions for apartment interiors are inferred from direct observation of a single example and relevant online real-estate sources.

28 Victoria Street (SP49414)

28 Victoria Street is a 3-storey 20th century apartment building of concrete brick construction, with alternating white and brown brick and tile detailing on the balcony balustrades, a symmetrical front façade, and central balconies. The roof is hipped and clad in terracotta tiles (Figure 14).

The interior of the building features units on each level which are accessed via a stairway with steel balustrade. Circulation space between the levels appears to have been recently renovated, with fresh paintwork, newly-installed timber flooring and recarpeted staircases (Figure 15).

Apartments are open-plan and consist of a spacious living room with connected kitchen at the rear. These open onto the front balcony via glass sliding doors, which provide a substantial view to the street and are shaded by vertical blinds. A separate bedroom (Figure 16) is located next to the living room, also with street outlook, and a bathroom on its southern side. Like the common areas, the apartment interior also appears to have been recently renovated, with newly-installed timber flooring and fresh paintwork.



Figure 14: 28 Victoria Street exterior showing alternating white and brown brick and tile detailing on the balustrades, a symmetrical façade and central balconies (left). Mature trees are located at the front and side boundary (left and right).

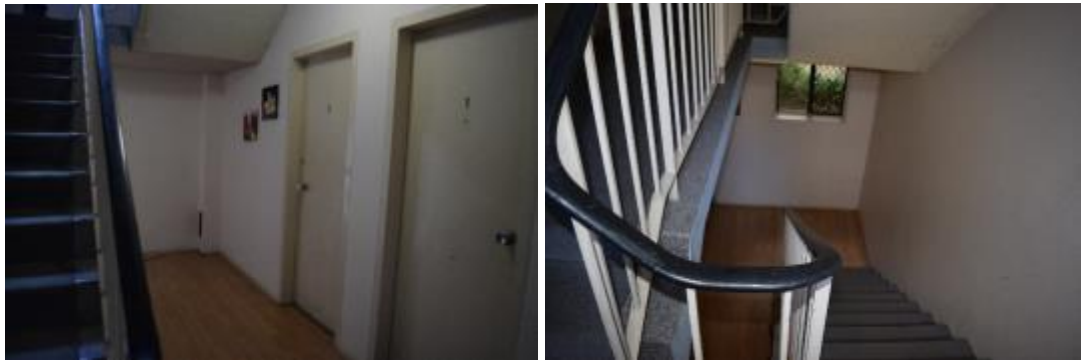


Figure 15: Interior spaces appears to have had been recently renovated, with fresh paintwork, newly-installed timber flooring and recarpeted staircases.



Figure 16: Apartments are open-plan, consisting of a connected kitchen and living area (left), which opens onto a balcony via glass sliding doors, separate bedroom (right) and bathroom. Note the newly-installed timber flooring.

28a-30 Victoria Street (SP4241)

28a-30 Victoria Street is a 4-storey also 20th century apartment building, with yellow unplastered and unpainted brickwork on the upper levels (Figure 17). An concrete undercroft ground level parking structure is located below the upper storeys. The roof design is hipped and is clad in terracotta tiles. A pathway at the boundary with 32-34 Victoria Street provides access to a backyard (Figures 18) and a timber double door entranceway is located at the rear.

Interior common areas appear to be contemporaneous with the building's construction and include carpeted staircases with (more recently added) nosing, steel balustrades and 'pebblecrete' flooring (Figure 19).

The apartment interiors are similar in plan to those at number 28, with the exception of a separate kitchen. The living room and bedroom include painted concrete walls and cornicing with dark burgundy carpeting. Sliding screen doors shaded by vertical blinds open out to the front verandah. The bathroom contains patterned tile flooring and half-tiled walls beneath painted concrete and cornicing. The separate kitchen and laundry at the rear of the apartment consist of half-tiled walls and tiled flooring. Unlike the example at number 28, the apartment interior does not appear to have been recently renovated, nor have the fixtures and fittings been updated (Figure 20).



Figure 17: Symmetrical façade with enclosed balconies at 28a-30 Victoria Street (left) and pathway at the boundary of 28a-30 and 32-34 Victoria Street (right). An undercroft ground level parking structure sits beneath the yellow face brick upper storeys.



Figure 18: Backyard area of 28a-30 Victoria Street (left) and side view of 28a-30, showing the balustrades with detailing.



Figure 19: 28A-30 Victoria Street internal entryway showing carpeted staircases with nosing, iron balustrades and pebblecrete flooring.

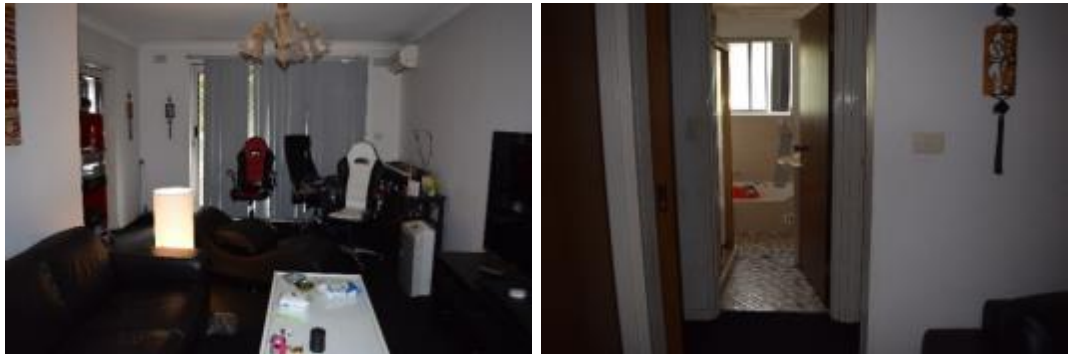


Figure 20: The living room (left) has painted concrete walls and cornicing, dark burgundy carpeting and a sliding screen door which opens out to the front verandah. The bathroom (right) contains patterned tile flooring and half-tiled walls beneath painted concrete and cornicing.

32-34 Victoria Street (SP4711)

32-34 Victoria Street is a symmetrical 20th century apartment building with red unpainted face brick and central front entrance located between two sets of projecting white-painted balconies. The roof design is hipped and clad in terracotta tiles (Figure 21). A walkway lined with shrubs, at the border with 28a-30 Victoria Street, provides access to a side entrance to the east and a parking garage is located on the ground floor at the rear of the building (Figure 22).

Interior common areas appear to be contemporaneous with the building's construction and includes yellow-painted concrete walls, carpeted staircases, wrought iron balustrades and patterned tiled flooring. There is little evidence of refurbishment, with the exception of the recarpeted corridors (Figure 23).

Units have an open plan with spacious bedrooms and living room areas, each fronting the external balcony (Figure 24). Some apartments have undergone substantial renovations to enhance the open-plan design, by replacing original external walls with glass door or windows (Figure 25). Plaster walls and cornicing have been newly painted and timber flooring installed throughout the bedroom and living areas and the bathroom newly tiled.



Figure 21: Façade of 32-34 Victoria Street (left) and driveway alongside 'Victoria Towers' (36-38 Victoria Street) (right), which provides access to parking garages at the rear of the building.



Figure 22: Building setback with landscaped front yard (left) and concrete pavers lined with shrubs and further landscaping at the rear of the building (right).



Figure 23: Internal common areas of 32-34 Victoria Street include a patterned tiled flooring, yellow-painted concrete walls and carpeted staircases with wrought iron balustrades (left). Carpeting in the corridors appears to be the only recent replacement.



Figure 24: Interior of apartment at 32-34 Victoria Street showing newly-installed timber flooring (left) and newly tiled bathroom with modern fixtures (right).



Figure 25: Images of the living space configuration at 32-34 Victoria Street, showing the replacement of original external walls with glass to enhance the open-plan design (Source: (left) 'View', accessed on 15 September, 2017. Available from <https://www.realestateview.com.au/property-360/property/15-32-34-victoria-street-burwood-nsw-2134/> and (right) 'On the House', accessed on 15 September, 2017. Available from http://www.onthehouse.com.au/2169854/17_32_victoria_st_burwood_nsw_2134)

23-27 George Street (SP 47)

23-27 George Street is also a symmetrical 3-storey 20th century apartment building with red unpainted face brick and entrances located at either side (Figure 26). It is north-west oriented with a long, gradual gabled roof and two large square bays at either end. Weatherboard sections are present between face brick sections around the exterior of the buildings and rows of simple sliding windows are located at regular intervals at the front and sides. A low brick wall with iron railing surrounds a paved yard at the front (Figure 27).

The interiors of the subject site at 23-27 George Street could not be photographed, as this lot (SP 47) was a much later addition to the Planning Proposal (PP).

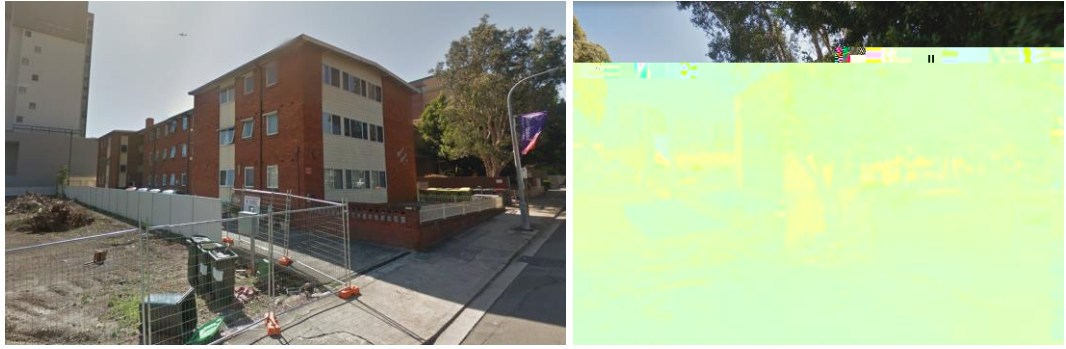


Figure 26: View toward the subject site at 23-27 George Street facing north-east (left) and north-west (right) from George Street (Source: Google Maps)



Figure 27: Front facade of the subject site at 23-27 George Street showing its 3-storey brick construction with weatherboard asymmetrical section (Source: Google maps)

3. Historical Background

3.1 Burwood - Brief History

3.1.1 Non-European History

Central Sydney was home to the 'Eora' People prior to European settlement, of which the Cadigal and Wangal bands are the traditional owners of the Sydney City⁵. Burwood was inhabited by the Wangal people, whose territory extended as far west as Homebush Bay and as far east as Sydney Harbour (Figure 28). Although the Wangal clan was within the Eora language tribe, as well as other neighbouring clans like the Dharug, they are generally understood to have been distinct entities; distinguished by dialect, culture rites and geography⁶.

European colonisation in 1788 was devastating for the Wangal population. Some estimates suggest that up to half the population died as a direct result of the smallpox epidemic, which swept through the colony the following year. Further punitive and isolationist measures instituted by the NSW colony further dislocated and disenfranchised the Wangal population. In some cases, settlements were contrived for Aboriginal people, such as that which was established as a 'fishing village' in 1820 at 'Elizabeth Town', Elizabeth Bay. By this time, however, most of the Wangal and other groups had been forced out of the central Sydney area⁷.

WANGAL



Figure 28: Location of Burwood (indicated in red) within the traditional Wangal territory (Source: 'Eora Clans', accessed on 14 September, 2017. Available from <http://www.eorapeople.com.au/clans/>)

3.1.2 European Settlement and Land Grants

Burwood's post-contact history begins with Australia's earliest pioneering and convict settlement days. By 1791 a rough bush track forged by Governor Phillip between two of the earliest convict settlements Sydney Cove and Parramatta. By 1792 a small number of crude

⁵ State Heritage Inventory form database no. 2421482 for the Hansard Street Heritage Conservation Area, accessed on 24 July 2017 via <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=2421482>

⁶ 'Barani: Sydney's Aboriginal History', City of Sydney. Accessed on 18 September, 2017. Available from <http://www.sydneymarani.com.au/sites/aboriginal-people-and-place/>.

⁷ Ibid.

huts were built at the present site of St. Luke's Park as a resting place for parties of soldiers and convicts marching through the mid-point between the two settlements⁸. The first European settlers included a free woman, a soldier and an ex-convict moved into the area around 1794 and established a small farming community. The suburb at this stage existed in heavily wooded country running parallel to the present-day Parramatta Road⁹.

The name 'Burwood' was officially established when a grant of 260 acres was made to Captain Thomas Rowley (1748 – 1806) who subsequently named his property Burwood Park after his native Cornwall. Rowley was granted increased holdings, expanding his property to 750 acres which ran from Parramatta Road to Nicholson Street, and from the Boulevard to Croydon Station¹⁰ (Figure 30).

However, the largest share of contemporary Burwood was encompassed by a grant in Enfield to William Faithful who arrived in Australia in 1792. Faithful was a Private in the New South Wales Corps, his land was then bought by Simeon Lord, who became one of Sydney's wealthiest merchants, and in 1824 W.H. Moore bought and cleared the land for timber and farming (Parsons, 1966). Both the names of Rowley and Faithful remained on the municipal maps of Concord Parish, well into 1915 when the Greater Sydney area was regionally known as Cumberland¹¹ (Figure 29).

Upon Rowley's death in 1806 the land was sold by trustees in 1812, contrary to his will, to Sydney businessman Alexander Riley for £520. Riley built the first house in the area 'Burwood Villa' located west of Burwood Park. Riley further cleared over 500 acres of land and cultivated orange, lemon, pomegranate, cherry, grape, peach apple and other various fruit types to supply the colony¹². By 1833, Captain Rowley's children realised the fault of the trustees and undertook court action, winning the case and reclaiming their land¹³.

From 1834 the land was subdivided and gradually sold off by Rowley's children. Burwood remained a roadside village between Sydney and Parramatta until the railway line connecting the two settlements was established in 1855 (Figure 32). The construction of a railway marked a change in the development of Burwood as the area became far more accessible to the population, attracting wealthy merchants and industrialists to build large country houses there¹⁴.

A public school was erected in 1858 and a post office in 1861, St Pauls Church was completed in 1871 and designed by notable architect Edmund Blacket who was also responsible for St. Andrew's Cathedral and the University of Sydney's Great Hall and Quadrangle¹⁵ (Figure 33). By 1874 the Municipality of Burwood was incorporated and held the first council election amongst a population of 1,200 people and 300 buildings¹⁶.

⁸ Local History, Municipality of Burwood 2014, viewed 2 November 2014, http://www.burwood.nsw.gov.au/our_burwood/history/local_history.html, accessed online 2 December 2014.

⁹ Pollon, F. *The Book of Sydney Suburbs* (1996), p.41.

¹⁰ Ibid. p.42

¹¹ Ibid

¹² Fletcher, B. & Rowley, T. *Australian Dictionary of Biography* (1966). Australian National University, <http://adb.anu.edu.au/biography/rowley-thomas-2614/text3605>, published first in hardcopy 1967, accessed online 2 December 2014.

¹³ Pollon (1996), p.42

¹⁴ Local History, Municipality of Burwood 2014, viewed 2 November 2014, http://www.burwood.nsw.gov.au/our_burwood/history/local_history.html, accessed online 2 December 2014.

¹⁵ Pollon, F. *The Book of Sydney Suburbs* (1996), p.41).

¹⁶ Local History, Municipality of Burwood 2014, viewed 2 November 2014, http://www.burwood.nsw.gov.au/our_burwood/history/local_history.html, accessed online 2 December 2014.



Figure 29: Original estates upon which Burwood was developed. (Source: Municipality of Burwood, E. Dunlop, 'Harvest of the Years. The Story of Burwood 1794-1974.' Accessed 6 June 2017 from http://www.holyinnocentscroydon.org.au/files/pdf/Harvest_of_the_Years_Part1.pdf).

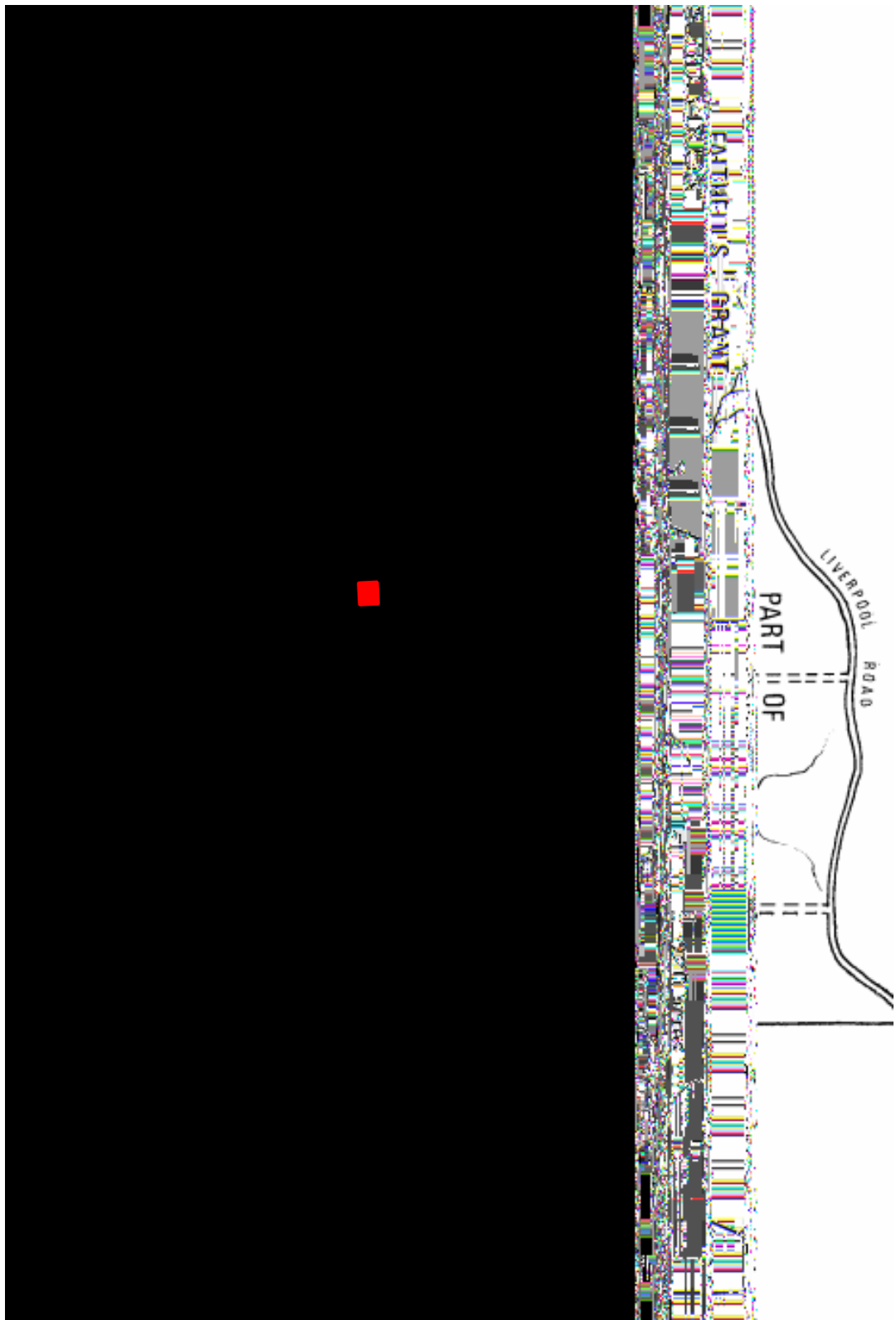


Figure 30: Approximate location of subject site (indicated in red) within the subdivision of Burwood Farm in 1833. Note that the orientation of the map is from north to south (Source: Eric Dunlop, 'Harvest of the Years. The Story of The Story of Burwood 1794-1974, Part 1' p. 27. Accessed from http://www.holyinnocentscroydon.org.au/files/pdf/Harvest_of_the_Years_Part1.pdf).



Figure 32: Burwood Second Railway Station 1861-1892 (Source: 'Burwood', Municipality of Burwood. Accessed on 19 September, 2017. Available from http://www.burwood.nsw.gov.au/our_burwood/history/local_history.html)



Figure 33: Burwood Public School, established 1858 (left) and Post Office, established in 1861 (right) (Source: (left) 'Danthonia Designs', accessed on 19 September, 2017. Available from <http://www.danthonia.com.au/burwood-public-school-sign.html> and (right) State Heritage Inventory Form, accessed on 19 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/HeritageItemImage.aspx?ID=5051522#ad-image-0>)

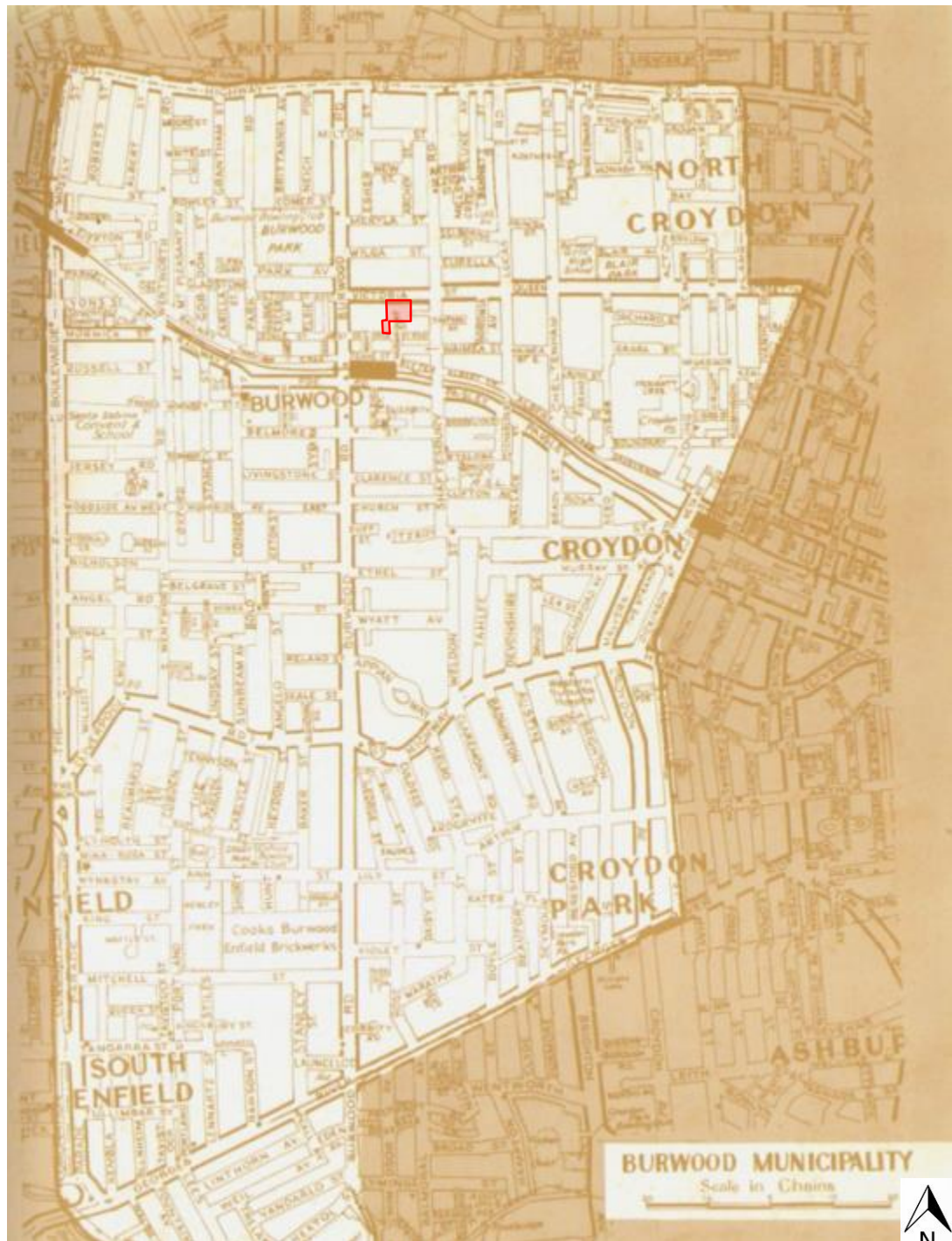


Figure 34: Original estates upon which Burwood was developed. (Source: Dunlop, E. 'Harvest of the Years. The Story of Burwood 1794-1974.' Accessed 6 June, 2017. Available from http://www.holyinnocentscroydon.org.au/files/pdf/Harvest_of_the_Years_Part1.pdf).

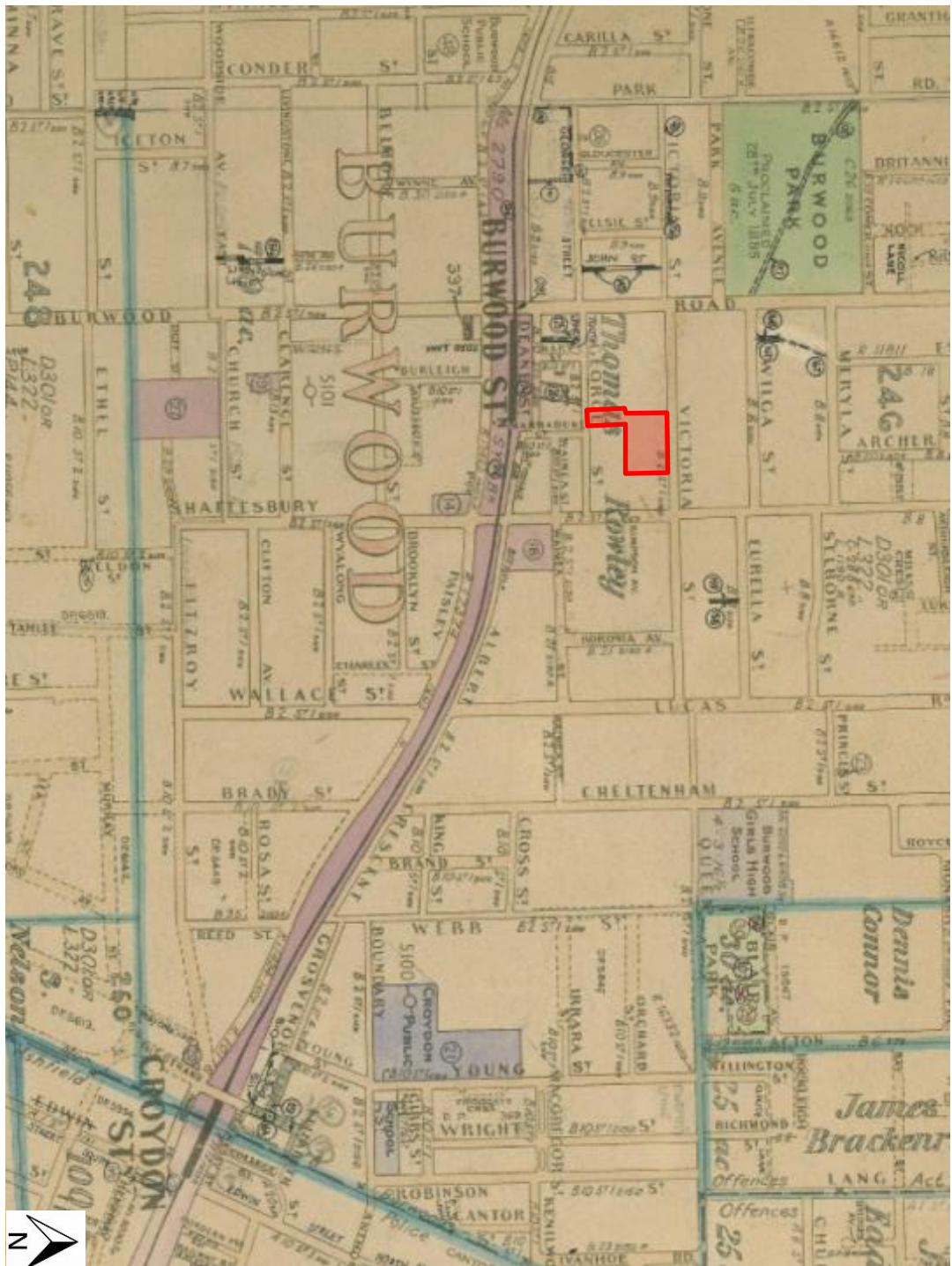


Figure 35: Approximate location of subject site (indicated in red) within the former Parish of Concord, ca. 1961 (Source: County of Cumberland, Parish of Concord, map sheet 1a. HLRV. Accessed on 15 September, 2017. Available from <http://images.maps.nsw.gov.au/pixel.htm#>)

3.1.3 Burwood Today

Burwood today has a significant and diverse migrant community, with 70% of the population born outside of Australia. In recognition of this, Burwood Council has adopted a 'Multicultural Strategy'¹⁷, which:

...recognises, values and celebrates cultural diversity and embraces the challenges inherent in such diversity. Council has a long and proud tradition of planning and acting to support the needs and aspirations of the community who come from culturally and linguistically diverse (CALD) backgrounds and encouraging people to work cooperatively towards the common good.

The current population is also very young, with an average age range of 20-39 years¹⁸. This combination of immigration and young families is anticipated to contribute to further population growth in coming years.

The growth of high-rise apartments in the streets surrounding Burwood Road and, particularly in the vicinity of Burwood Station, has been significant in recent years, with over 50% of the population now residing in high-rise apartment dwellings (Figure 36). Driving this growth is Sydney's housing shortage; in response to which the government has developed the 'Parramatta Road Urban Transformation Strategy'. As part of this strategy, the NSW Department of Planning and Environment has identified Priority growth areas and precincts, which will:

...provide a planned approach to growth in Sydney, with new homes and jobs located close to public transport, shops and services, while retaining and enhancing a community's character¹⁹.

This aims to create an additional 30,000 dwellings by 2031 between eight urban centres. In June 2017, Burwood was announced as one of a number of new Priority Precincts. Burwood is the major retail and commercial service centre for Sydney's inner west and has therefore been identified as a primary location for residential and employment growth in the coming decades. An additional component of the scheme will be the construction of a rapid transit route linking Burwood and Strathfield to the Sydney CBD²⁰.

¹⁷ 'Multicultural Strategy for the CALD Community in Burwood, 2013 - 2016', Burwood Council.

¹⁸ 'Burwood', Domain. Accessed on 19 September, 2017. Available from <https://www.domain.com.au/suburb-profile/burwood-nsw-2134>.

¹⁹ 'New Priority Precincts', NSW Department of Planning and Environment (2017). Accessed on 26 October, 2017. Available from <http://www.planning.nsw.gov.au/News/2017/New-priority-precincts>.

²⁰ 'Burwood is fast becoming the Manhattan of the Inner West', The Daily Telegraph (November 7, 2016).



Figure 36: Burwood is undergoing rapid residential and commercial growth (Source: 'Multicultural Strategy for the CALD Community in Burwood, 2013 - 2016', Burwood Council. Accessed on 18 September, 2017. Available from http://www.burwood.nsw.gov.au/verve/_resources/Burwood_Council_Multicultural_Strategy_Doc_3Dec2013_WEB.pdf.)

3.2 Subject Site - Historical Background

3.2.1 Early Subdivision and Occupancy

When the Burwood Estate was subdivided in 1833/1834 the subject site became part of the 213 acres owned by Thomas Rowley Junior (Figure 30). This later became part of the 'Cheltenham Estate'²¹, first advertised on 17 June 1854²².

28-34 Victoria Street

The earliest reference made to Victoria Street in the Sands Directory dates to 1869²³. Occupants of individual properties are not specified until 1879, at which time they are listed in geographical order from north (Burwood Road) to south (Lucas Road)²⁴ as: Kenneth Cox, Captain H.T. Fox, S.H. Lambton, William Nixon, William North, Thomas. B. Rolin, H.J. Rucker and M.B. Young. As it cannot be established how many properties were present between Burwood Road and Lucas Road however, nor their precise location, it is not possible to identify which occupant/s correspond/s with which lot.

From 1883, the list of residents along Victoria Street between Burwood Road and Lucas Road was divided by the now non-existent Sarah Street, once located on the western side of Victoria Street²⁵. The Parish Map of Burwood dating to 1886-1888 (Figure 31) does not, however, include a 'Sarah Street'. It appears to have been renamed in the previous year,

²¹ E. Dunlop, 'Harvest of the Years. The Story of Burwood, Part 1,' pp. 26-29.

²² *Empire*, 17 June 1854, p.8.

Sydney Morning Herald, 17 June 1854, p.8.

²³ Sands Directory, 'Burwood, 1869,' Accessed 25 July 2017 from <http://cdn.cityofsydney.nsw.gov.au/learn/history/archives/sands/1858-1869/1869-part2.pdf>

²⁴ Ibid. pp. 152-154.

²⁵ Sands Directory, 'Burwood, 1883,' pp. 31-33. Accessed 25 July 2017, from <http://cdn.cityofsydney.nsw.gov.au/learn/history/archives/sands/1880-1889/1883-part1.pdf>,

along with adjoining Adelaide Street and Cheltenham Street, as 'Shaftesbury Street', which now stretched from Parramatta Road in the north to Fitzroy Street in the south²⁶.

Street numbering was recorded in the Sands directory from 1922 onwards. At this time, the residents of the subject site are listed as follows²⁷: Their occupations are unknown.

Street No.	Resident
28	Joseph Blenkinsopp
30	Ernest Driver
32	Alfred Atwell
34	S.J. Chant
36	Denis Doran

In 1930, occupancy of the subject site remained largely unchanged, with the exception of numbers 32, now occupied by an E. Misses and M. Richards, and 34, now occupied by an H.G. Maund²⁸. Although extensive research was done, the street numbering indicated in the Sands Directory could not be cross-referenced with corresponding early maps of Burwood. While the historic street numbering corresponds with that in the present day, the possibility that these numbers may correspond with different lot boundaries cannot be ruled out.

23-27 George Street

The first mention of George Street (north side) in the Sands Directory is made in 1883 and lists the following names in order from Burwood Road to Cheltenham Road: Wild, J., Fairfax, A., Audsley, T., Morgan, M., Sanderson, J., Smith, W., Atwell, J. and Archibald, R²⁹. By 1886, when Sarah Street was renamed Shaftesbury Road, the list of residents between Burwood Road and Shaftesbury Road is almost entirely substituted with new names³⁰. Interestingly, although Shaftesbury road is closer to Burwood Road than Cheltenham Road, the number of names has increased; suggesting increased residential densification.

A number of names appear in the records consistently over the following 10-20 years, oftentimes with their occupation and property name listed. These include:

- Atwell, James - " Somerset cottage "
- Atwell, Alfred
- Squire, John, accountant - "Oakhurst"
- Saunders Frederick, accountant
- Criswick, William, draper - "Haviland villa "
- Steel, Thomas, chemist, "Inverkip"
- Campling, Sarah - "Clifton villa "
- Lloyd, William, broker - "Clifton villa"

²⁶ Trove, 'New South Wales Government Gazette (Sydney, NSW: 1832-1900).' 17th June 1885. 'Borough of Burwood,' Published Wednesday 24 June 1885, Page 3892. Accessed 22 August 2017, from <http://trove.nla.gov.au/newspaper/article/221695012?searchTerm=sarah%20street%20burwood&searchLimits=>.

²⁷ Sands Directory, 'Burwood, 1883,' pp. 31-33.

²⁸ Ibid. p.256.

²⁹ Ibid. p. 33.

³⁰ Ibid. p.178

In 1923, the first year in which current street numbers are cited in the Sands Directory, the following names are listed for 23-27 George Street³¹:

Street No.	Resident
23	Board, Josiah
25	Terry, John
27	Russell, P.

Of these residents, just Terry, John at number 25 is found in each subsequent entry until the final Sands Directory record in 1933³²,

3.2.2 Date of Construction

According to a Valuation book dated to 1925, cottages were erected on the subject site; then Section N of blocks 21, 22, 23 and 24 of the Cheltenham Estate. By 1965, the cottages were mostly in use as service rooms or divided into flats. The next Valuation book records for the subject site date to 1980 and indicates that, while number 28 was still listed as a cottage, numbers 30 and 32-34 had come under the ownership of "Proprietary Owners of Strata Plan", and consisted of 18 and 15 units respectively. This suggests that the apartment complexes, which are today located on the subject site, were developed for their current use between 1965 and 1980; the exception to this being number 28, which was likely to have been constructed after 1980.

Valuation book records were not obtained for the subject site at 23-27 George Street, as this lot (SP 47) was a much later addition to the Planning Proposal (PP). It is likely, however, that the current apartment building was constructed at a similar date to those established at 28-34 Victoria Street (1965-1980).

3.2.3 Conclusion

The above-discussed Sands Directory and Valuation book sources indicate that Victoria Street East south and George Street north, between Burwood Road and Lucas Road, was characterised principally by residential detached housing from the late 19th to the mid-20th century. This agrees with various other historic sources regarding the sub-division and later development of Burwood, as discussed in the history (*Section 30 - Historical Background*). Between 1965 and 1980 apartment dwellings were constructed at 28a-30 and 32-34 Victoria Street and, shortly after 1980, at number 28. With the exception of some internal renovations, these buildings have remained largely unaltered.

³¹ Sands Directory, 'Burwood, 1883,' pp. 276. Accessed 25 July 2017, from <http://cdn.cityofsydney.nsw.gov.au/learn/history/archives/sands/1880-1889/1883-part1.pdf>,

³² Ibid. pp. 250.

4. Assessment of Significance

4.1 Assessment of Criteria

The following assessment of significance has been prepared in accordance with the 'Assessing Heritage Significance' guidelines from the *NSW Heritage Manual*.

a) an item is important in the course, or pattern, of the local area's cultural or natural history

The apartment buildings at the subject site reflect the transition Burwood underwent in the mid to late 20th century when apartment dwellings began to replace the semi-detached cottages of the previous century. They further reflect a significant period of population growth in Burwood, catalysed by increased immigration and infrastructural development. They have minimal historical association with items of heritage significance in their vicinity.

b) an item has strong or special associations with the life or works of a person, or group of persons, of importance in the local area's cultural or natural history

The subject site comprises mid- to late 20th century residential apartment buildings which are not associated with the life or works of any particular person or group of people of any significance to the development of Burwood.

c) an item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area

Although the period of construction to which the subject buildings date (mid- to late 20th century) has not traditionally been valued aesthetically, they do present a streetscape from this period which has remained largely unaltered. Notwithstanding, the subject buildings do not represent creatively or technically outstanding examples of their architectural genre. They do not all retain the same degree of originality internally, having undergone renovations to their common areas and individual apartments.

d) an item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons

Historical research to date has not revealed any particular community or cultural group for whom the subject site is of particular value. As these apartment buildings have been present at the site for up to 50 years, however, there are inevitably residents who may have occupied the site for a comparable length of time and for whom the site is of value.

e) an item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history

The subject site is assessed as having minimal potential for yielding information about the local area's cultural or natural history. The apartment buildings which currently occupy the site were constructed between 40 - 50 years ago and so are relatively modern. Remains of previous structures, specifically the semi-detached cottages that occupied the site in the early 20th century, have not survived and would not have left any archaeological traces (besides perhaps backyard dumps and loos) due to the significant foundation works involved in constructing the present structures.

f) an item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history

The subject site can be said to possess increasingly rare aspects of Burwood's cultural history in the sense that residential structures that date to the mid- to late 20th century are being rapidly replaced with high-rise residential development throughout the Burwood area. However, the period of construction to which they date has not traditionally been valued aesthetically.

g) an item is important in demonstrating the principal characteristics of a class of the local area's

- ***cultural or natural places; or***

■ **cultural or natural environments**

The mid-late 20th century apartment buildings at the subject site contain a high degree of external integrity and thus contain the principal characteristics of residential construction which characterised the Burwood area throughout this period. Notwithstanding, this period of housing do not have important influence in the development of Burwood's building stock.

4.2 Statement of Significance (Subject site)

The subject site collectively represents the mid- to late 20th century residential apartment development in the close proximity of Burwood Town Centre. They reflect a significant period of population growth in Burwood, catalysed by increased immigration and infrastructural development. However, they have minimal historical association with items of heritage significance in their vicinity and earlier development history of Burwood.

Although the existing apartments have retained their external integrity, they do not have any architectural or aesthetic value that could be considered important to the building stock in Burwood.

The subject site is assessed as having minimal potential for yielding information about the local area's cultural or natural history. Remains of any previous structures, specifically the semi-detached cottages that occupied the site in the early 20th century, would have not left any archaeological traces (besides perhaps backyard dumps and loos) due to the significant foundation works involved in constructing the present structures.

It is concluded that the subject site does not meet the criteria for heritage listing.

4.3 Statements of Significance (Heritage items in the vicinity)

The following statements of significance have been extracted from the State Heritage Inventory (SHI) forms for each item:

'Burwood Rail Underbridge' (I67, SHR no.01030)

The Burwood rail underbridge is an example of triple-girder bridge. Constructed as a plate web girder bridge, it is a major example of a main line bridge³³.

'Burwood Railway Station Group' (I68, SHR no.01106)

Burwood is a major suburban site with some significant structures dating from the 1880 period when the railway crossed Burwood Rd by a level crossing. The small former railway post office is a rare surviving example of this type of structure. The Parcels Office is also of significance because it shows the original earlier platform alignment on which the tracks were located and the changes with the upgrading of the line through that area in 1892³⁴.

'Burwood Congregational Church (Uniting) and Church Hall' (I20)

The Uniting Church and school room are of state significance for their architectural quality, historical associations and as landmarks within the municipality.

³³ State Heritage Inventory Form, accessed on 15 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5011961>

³⁴ State Heritage Inventory Form, accessed on 15 September, 2017. Available from <http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=5011960>.

'Shops - first floor façade' (I17) and 'Victorian Shops- first floor façade' (I18)

These buildings are of local significance as they represent early development of Burwood Road as an important retail precinct at the turn of the century³⁵.

'Victorian Semi-detached Houses' (I56)

These Victorian Terrace Houses are of local significance as retaining form, scale and detail of Burwood's railway suburban context³⁶.

³⁵ State Heritage Inventory Form, accessed on 15 September, 2017. Available from
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250056> and
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250053>

³⁶ State Heritage Inventory Form, accessed on 15 September, 2017. Available from
<http://www.environment.nsw.gov.au/heritageapp/ViewHeritageItemDetails.aspx?ID=1250059>.

5. The Proposal

As stated in the Introduction (*Section 1.1 - Background*), the proposed development will consist of the following works (Figures 37 & 38):

A mixed-use development comprising two separate podium and tower envelopes. The first envelope, facing Victoria Street, will generally include 4 podium levels for commercial purposes, above which there would be 34 levels for residential dwellings. The second envelope, facing George Street, will include 3 podium levels, above which there would be 20 levels for residential dwellings. A pedestrian link, extending through the site from the Victoria Street frontage to the George Street frontage, is also a key feature of the proposal. In addition, the envelope facing Victoria Street will include publicly accessible open space at the ground level, as well as private communal open space at the top of the podium.

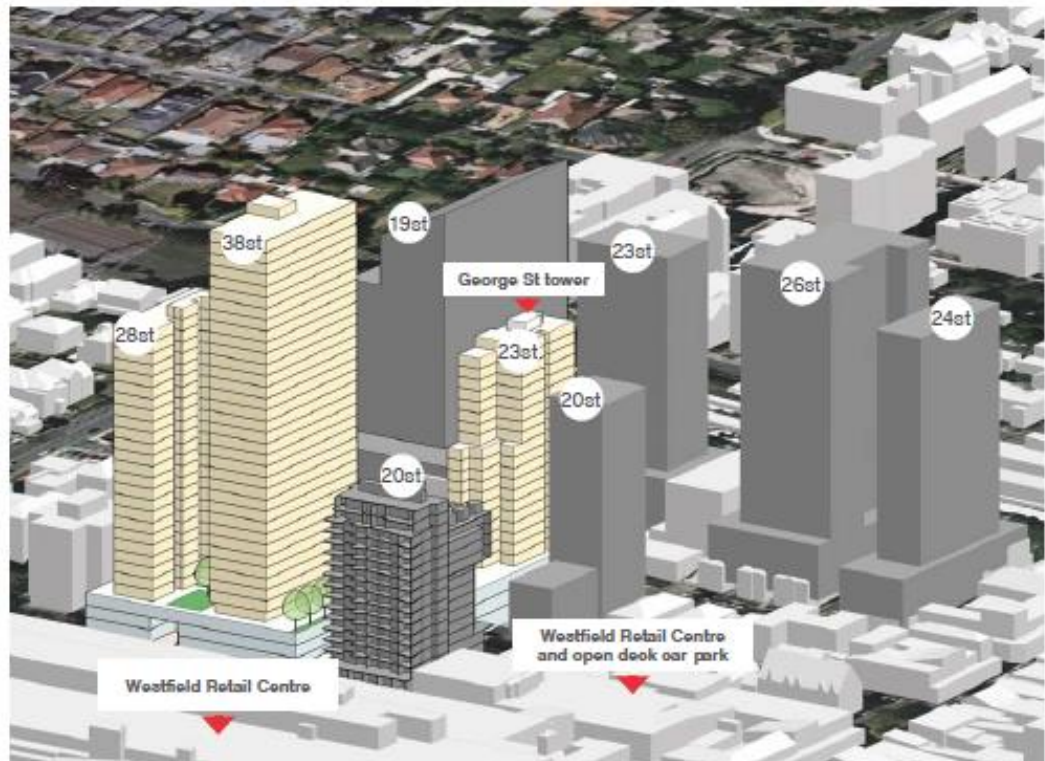


Figure 37: Proposed 2 tower scheme, facing south from Victoria Street (Source: 'Urban Design Report', Architectus, (13 October, 2017) p.47)

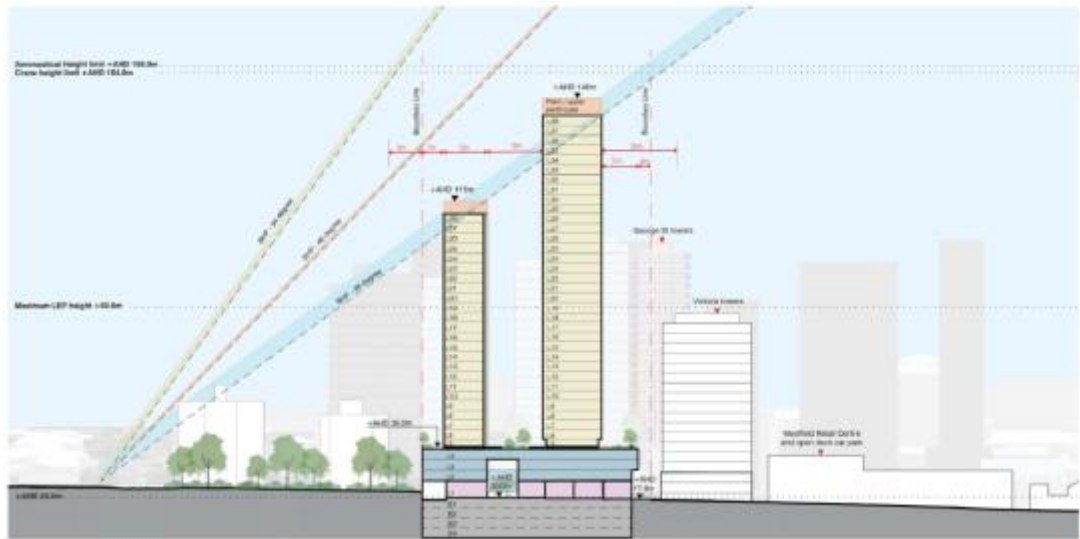


Figure 38: Proposed 2 tower scheme, facing south (Source: 'Urban Design Report', Architectus, (13 October, 2017) p.61)

The proposed development has been designed by Architectus and is detailed in their *Urban Design Report* (final draft dated 13 October, 2017). The following plans and images, as contained within this document, have been analysed in the preparation of this HIS:

Drawing No.	Title	Date
1.1.1	Constraints	13/10/2017
2.1.3	Urban Grain and Heritage	13/10/2017
2.1.5	Burwood Context - Heritage Items	13/10/2017
3.8	Options Tested Summary (Options 1-6)	13/10/2017
3.8	Two Tower scheme summary	13/10/2017
4.1.2	Indicative Plans_Ground Floor	13/10/2017
4.1.3	Indicative Plans_L3 Commercial Podium	13/10/2017
4.1.4	Indicative Plans_ L4 Typical Podium	13/10/2017
4.1.5	Indicative Plan_Level 5	13/10/2017
4.1.6	Indicative Plan_Typical Tower	13/10/2017
4.1.7	Yield Calculations	13/10/2017
4.1.8	Detailed Section_2 Tower Scheme	13/10/2017
4.1.9	Detailed Section_2 Tower Scheme	13/10/2017
5.4	Visual Impact Assessment - View looking east from Railway Parade	13/10/2017
5.4	Visual Impact Assessment - View looking east from the heritage item	13/10/2017
5.4	Visual Impact Assessment - View looking east along George Street	13/10/2017
5.4	Visual Impact Assessment - View looking south along Burwood Road	13/10/2017
5.4	Visual Impact Assessment - View looking east of George Street	13/10/2017
5.4	Visual Impact Assessment - Congregational Uniting Church - View 1	13/10/2017

5.4	Visual Impact Assessment - Congregational Uniting Church - View 2	13/10/2017
5.4	Visual Impact Assessment - Congregational Uniting Church - View 3	13/10/2017
5.4	Visual Impact Assessment - Heritage Terraces (9 & 11 George Street) - View 1	13/10/2017
5.4	Visual Impact Assessment - Heritage Terraces (9 & 11 George Street) - View 2	13/10/2017
5.4	Visual Impact Assessment - Heritage Terraces (9 & 11 George Street) - View 3	13/10/2017
5.4	Heritage shop top buildings (90-98 Burwood Road) - View 1	13/10/2017

6. Heritage Impact Assessment

The subject site and associated apartment buildings are not listed as heritage items nor within a Heritage Conservation Area; however, it is located within proximity of a number of items of local and State heritage significance. Therefore, the current Planning Proposal (PP) has been assessed in accordance with the relevant controls regarding heritage on the Burwood Local Environmental Plan (LEP) 2012 and Burwood Comprehensive Development Control Plan (DCP) 2013.

6.1 Burwood LEP 2012

General Controls	How this proposal relates to these matters as follows:
<p>(1) Objectives</p> <p><i>The objectives of this clause are as follows:</i></p> <p>(a) <i>to conserve the environmental heritage of Burwood,</i></p> <p>(b) <i>to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</i></p>	<ul style="list-style-type: none"> ▪ The subject site is located within the vicinity of the following heritage items listed under Part 1 of Section 5 of the Burwood LEP 2012: <ul style="list-style-type: none"> ▪ 'Shops - first floor façades' (I17), 57 and 59 Burwood Road; ▪ 'Victorian shops- first floor façade' (I18), 71-77 Burwood Road; ▪ 'Congregational (Uniting) Church and Church Hall' (I20); and ▪ 'Victorian semi-detached houses' (I56). <p>The subject Planning Proposal has therefore been considered in terms of its potential impacts on these items and recommendations made accordingly (see Sections 6.4 - <i>Statements of Heritage Impact</i> and 7.0 - <i>Conclusions and Recommendations</i>)</p> <ul style="list-style-type: none"> ▪ The proposed works could potentially impact on the settings and views of proximal heritage items. In order to establish mitigation measures for such impacts, these have been compared and assessed in Section 6.3 - <i>Evolution of the Proposed Development</i>.
<p>(4) Effect of proposed development on heritage significance</p> <p><i>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).</i></p>	<ul style="list-style-type: none"> ▪ The effect of the proposed works upon the heritage significance of proximal heritage items has been addressed below in Section 6.4 - <i>Statements of Heritage Impact</i>.
<p>(5) Heritage assessment</p> <p><i>The consent authority may, before granting consent to any development:</i></p> <p>(a) <i>on land on which a heritage item is located, or</i></p>	<ul style="list-style-type: none"> ▪ This HIS has been prepared in response to this clause, as the subject site is located on land that is within the vicinity of local heritage items. ▪ This HIS has been prepared to assess the extent to which the proposed development will impact

<p>(b) on land that is within a heritage conservation area, or</p> <p>(c) on land that is within the vicinity of land referred to in paragraph (a) or (b),</p> <p>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>	<p>upon the heritage significance of heritage items within its vicinity (see above 6.1 - (1))</p> <ul style="list-style-type: none"> ▪ This HIS follows methodology in line with that outlined in the NSW Heritage Manual 'Statement of Heritage Significance' guidelines.
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6.2 Burwood Comprehensive DCP 2013

General Controls	This proposal relates to these matters as follows:
<p>General</p> <p>P3) Council will require the submission of a heritage statement, prepared in accordance with the NSW Heritage Branch guideline Statements of Heritage Impact, where development is proposed adjacent to a heritage property.</p>	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in 6.1 - (5) Heritage Assessment
<p>Views and Vistas</p> <p>P35) Development of a heritage property, or development in its vicinity, must:</p> <ul style="list-style-type: none"> ▪ not detract from the setting of the heritage property; and ▪ retain and respect significant views/vistas from the public domain to a heritage property, as well as the views/vistas originating from the heritage property itself. 	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in Section 6.3 - Evolution of the Proposed Development
<p>Development in the Vicinity of a Heritage Property</p> <p>P40) New development, or alterations and additions to existing development, that is located in the vicinity of a heritage property, must be designed and sited to:</p> <ul style="list-style-type: none"> ▪ have regard for, and be compatible with, the significance of the heritage property; ▪ reflect the bulk, scale, height and proportion of the heritage property; ▪ respect the ...views and vistas of the heritage property; ▪ be recessive in character and not dominate the heritage property; ▪ respond to the building alignment of the heritage property. 	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in 6.1 - (4) Effect of proposed development on heritage significance ▪ Issues of bulk, scale and height of the proposed development in relation to that of the adjacent heritage items has been addressed in Section 6.3 - Evolution of the Proposed Development. ▪ Response to this clause is addressed in 6.1 - (1) Objectives
<p>3.8.1 General Provisions</p> <p>P3) Council will require the submission of a heritage statement, prepared in accordance with</p>	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in 6.1 - (5) Heritage Assessment

<p><i>the NSW Heritage Branch guideline Statements of Heritage Impact, where development is proposed adjacent to a heritage property.</i></p>	
<p>3.8.2 Building Design Considerations</p> <p><i>P6) Development in the vicinity of a heritage property must be designed to have regard to the heritage property's:</i></p> <ul style="list-style-type: none"> ▪ <i>Scale and character.</i> ▪ <i>Form and proportions.</i> 	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in <i>Section 6.3 - Evolution of the Proposed Development</i>
<p>3.8.5 Views and Vistas</p> <p><i>P12) Development of a heritage property, or development in its vicinity, must:</i></p> <ul style="list-style-type: none"> ▪ <i>Not detract from the setting of the heritage property.</i> ▪ <i>Retain and respect significant views/vistas from the public domain to a heritage property, as well as the views/vistas originating from the heritage property itself.</i> 	<ul style="list-style-type: none"> ▪ Response to this clause is addressed in <i>Section 6.3 - Evolution of the Proposed Development</i>

6.3 Evolution of the Proposed Development

The proposed development, as detailed in *Section 5.0* of this report, has been developed over time and has considered seven concept design options. Assessment of the proposed development against the relevant controls (*Sections 6.2 & 6.3*) has determined that the following clauses, in *Section 4.7.2 - Heritage Controls* (P35 & P40 respectively) of the Burwood DCP 2013, are of most relevance to potential heritage impacts:

...retain and respect significant views/vistas from the public domain to a heritage property, as well as the views/vistas originating from the heritage property itself.

...be recessive in character and not dominate the heritage property;

...reflect the bulk, scale, height and proportion of the heritage property;

The following sections therefore assess the potential impact of both the proposed development (*Section 6.3.1*) and seven design options (*Section 6.3.2*) in reference to these clauses as a means of identifying the optimal heritage outcome for the items in question.

6.3.1 Views and Vistas

The following images (Figures 39-43) are taken from *Section 5.4 - Heritage Impact Assessment*, as contained within the *Urban Design Report*³⁷. They compare current views and vistas against those including the proposed development. These have been selected so as to assess the visual impact on the following heritage items (images on the left show the current conditions and the right images the mock-up of the new development in relation to the respective heritage item):

- 'Congregational (Uniting) Church and Church Hall' (I20), 134A Burwood Road;
- 'Victorian semi-detached houses' (I56), 9-11 George Street;
- 'Shops - first floor façades' (I17), 57 and 59 Burwood Road; and
- 'Victorian shops- first floor façade' (I18), 71-77 Burwood Road.

³⁷ 'Urban Design Report', Architectus (13 October, 2017)

As evident from the view analysis of Figure 43, the visual curtilage and relationship of the heritage items I17 and I18 with the subject site and the proposed development is relatively distant and minor than the other two heritage items. Therefore the focus of the visual impact assessment will be the heritage items Uniting Church (I20) and the Victorian semis (I56) due to their closer relationship with the site. Refer to section 6.3.3 for general discussion of the view analysis.



Figure 39: View looking east toward/from the heritage item (I20) from Burwood Road. The tower slightly alters the clear skyline backdrop of the church spire although it will be visible from Burwood. (Source: 'Urban Design Report', Architectus (13 October, 2017). pp.85)



Figure 40: View looking east from/toward heritage item (I20) from Burwood Road (Source: 'Urban Design Report', Architectus. Although the spire remains uninterrupted against the skyline and no impact on the appreciation of the Church along Burwood Road approaches, the tower appears closer in this view direction and has a dramatic change to the backdrop of the heritage item. (13 October, 2017). pp.94)



Figure 41: View looking north-west toward heritage item (I56) from George Street (Source: 'Urban Design Report', Architectus. Although there will be no change to the overall streetscape appreciation of the Victorian semis along George Street the backdrop of their skyline will dramatically be changed in the view. (13 October, 2017). pp.97)



Figure 42: View looking north-west toward heritage item (I56) from George Street (Source: 'Urban Design Report', Architectus. The change to the skyline of the Victorian semi-detached houses is similar to that view in Figure 41 above but to a lesser dominance due to the further distance from the heritage item. (13 October, 2017). pp.98)




Figure 43: View of heritage shops (I17 & I18) at 90-98 Burwood Road), facing west (Source: 'Urban Design Report', Architectus. Visual impact of the proposed towers is relatively lesser and negligible from that distant against the backdrop of the subject heritage listed shops. (13 October, 2017). pp.99)

6.3.2 Options Tested Summary

The below table details the design evolution for the proposal and provides commentary on the potential heritage impacts of each in relation to the above clause³⁸. The heritage items and their respective views/vistas (as outlined above) will simply be referenced by their item number the Church and the Victorian semis respectively (e.g. I20, I56).

Note: Option 6 was not one of the originally tested options, as contained within the Urban Design Report. Following consultation with CPH this option was provided as an alternative for consideration. The below assessment has not considered any factors besides those which relate to potential heritage impacts on the items in question.

Option	Analysis
	<p>Option 1: Original Client Scheme</p> <p>Storeys: 36 & 40</p> <p>Description:</p> <p>Two separate towers with the lower tower towards the west along Victoria Street and another separate lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20.</p> <p>Discussion:</p> <p>While the bulk, height, scale and proportion of the proposal does not reflect that of the heritage items, I20 and I56, this has already been compromised by the development at 38 Victoria Street, 'Victoria Towers' and other new tower developments that are in existence and are under construction. The proposed towers, however, would exceed the height of the existing building at number 38 almost in double. This would further alter the skyline and views/vistas to/from I20.</p> <p>There are currently no high-rise buildings between Item I56 and the proposed development. The existing adjacent development is in keeping with Item I56. The height and bulk of the two towers would therefore alter views/vistas to/from I56.</p> <p>Notwithstanding, the Burwood City Centre is a rapidly changing urban context which means that future tower developments are inevitable. Any development of such scale is expected to have some impact on the adjoining or nearby historic context,</p> <p>Similarly, some additional visual impact is expected to occur to nearby heritage items due to the height of the proposed towers as</p>

³⁸ Section 4.7.2 - Heritage Controls (P35). Burwood DCP 2013.

they will be the first of such substantially higher scale in the existing context. The proposed tower fronting George Street will have a similar impact as the existing towers in the immediate context while the towers fronting Victoria Street will have additional impact to the skyline of the Church (I20).



Option 2: Original Client Scheme (1 tower)

Storeys: 36 & 40

Description

Two joined towers with the lower tower towards the west along Victoria Street and another separate lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20.

Discussion:

As noted above, while the bulk, height, scale and proportion of the proposal does not reflect that of the heritage items, I20 and I56, this has already been compromised by the development at 38 Victoria Street, 'Victoria Towers' and other new tower developments that are in existence and are under construction. The impact of the proposed towers on the skyline of the heritage item I20, will be the same to that of Option 1 as detailed above. The height of the existing development will be increased by double height but the lower tower will be relatively further setback in distance from I20.

Similarly, there are currently no high-rise buildings between Item I56 and the proposed development. As the proposed design is slightly defers from Option 1 the impact on this heritage item, as noted above, would be the same in altering the views/vistas to/from I56.



Option 3: Triangular Tower Scheme

Storeys: 40 & 36

Description

A triangular tower with the narrower face and podium structure facing west along Victoria Street and a lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20.

Discussion:

The visual impact to the skyline of the Church (I20) will be similar to that of options 1 and 2; however, the recessive triangular design would somehow reduce the appearance of bulkiness. Similarly, the impact on item I56 will be the same but the triangular design would reduce the appearance of bulkiness.



Option 4: Square Tower Scheme

Storeys: 40 & 6

Description

A rectangular tower with the narrower face and podium structure facing west along Victoria Street and a lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20.

Discussion:

The bulk, height, scale and proportion of the proposed tower in this option significantly wider and bulkier when compared with the other options. Therefore, its visual impact would have been more substantial in the existing context although it incorporates a small scale building along Victoria Street the dramatic change in the scale and bulk would have been an adverse impact regardless of future architectural design of such massing. t



Option 5: Architectus 1 Tower Scheme

Storeys: 42

Description

A rectangular tower along Victoria Street and a lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20.

Discussion:

The visual impact of this single tower in this option would have been the same as the single tower options noted above.



Option 6: Additional Option

Description

Two separate rectangular towers with a higher tower towards the east along Victoria Street and a lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20

Discussion:

While the bulk, height, scale and proportion of the proposed towers remain the same as option 6 above shifting the smaller tower towards the Church (I20) will create a further setback from the higher tower to ensure the visual impact remains the same as the already developed towers around the heritage items in this block and gives a stepped transitional effect away from the Church (I20). It is, however, acknowledged that the higher tower at the edge of the block closer to the consistent lower scale residential development on the eastern side of Shaftsbury Road would create a more dramatic impact in terms of building envelope and additional shadowing as well as unchanged historic character of the eastern edge of the town centre.



Option 7: Architectus 2 Tower Scheme (preferred option)

Storeys: 28 & 38

Description

Two separate rectangular towers with a higher tower towards the west along Victoria Street and a lower tower fronting George street. An existing apartment building (20 Storeys) is positioned between the heritage item (I20) and the proposed development at Victoria Street. The wider elevation faces the heritage item I20

Discussion:

The bulk, height, scale and proportion of the proposed two towers reduced in comparison to the previous options and the slender nature will be of lesser impact. There is a gradual height down to existing development to the east of Shaftsbury Road.

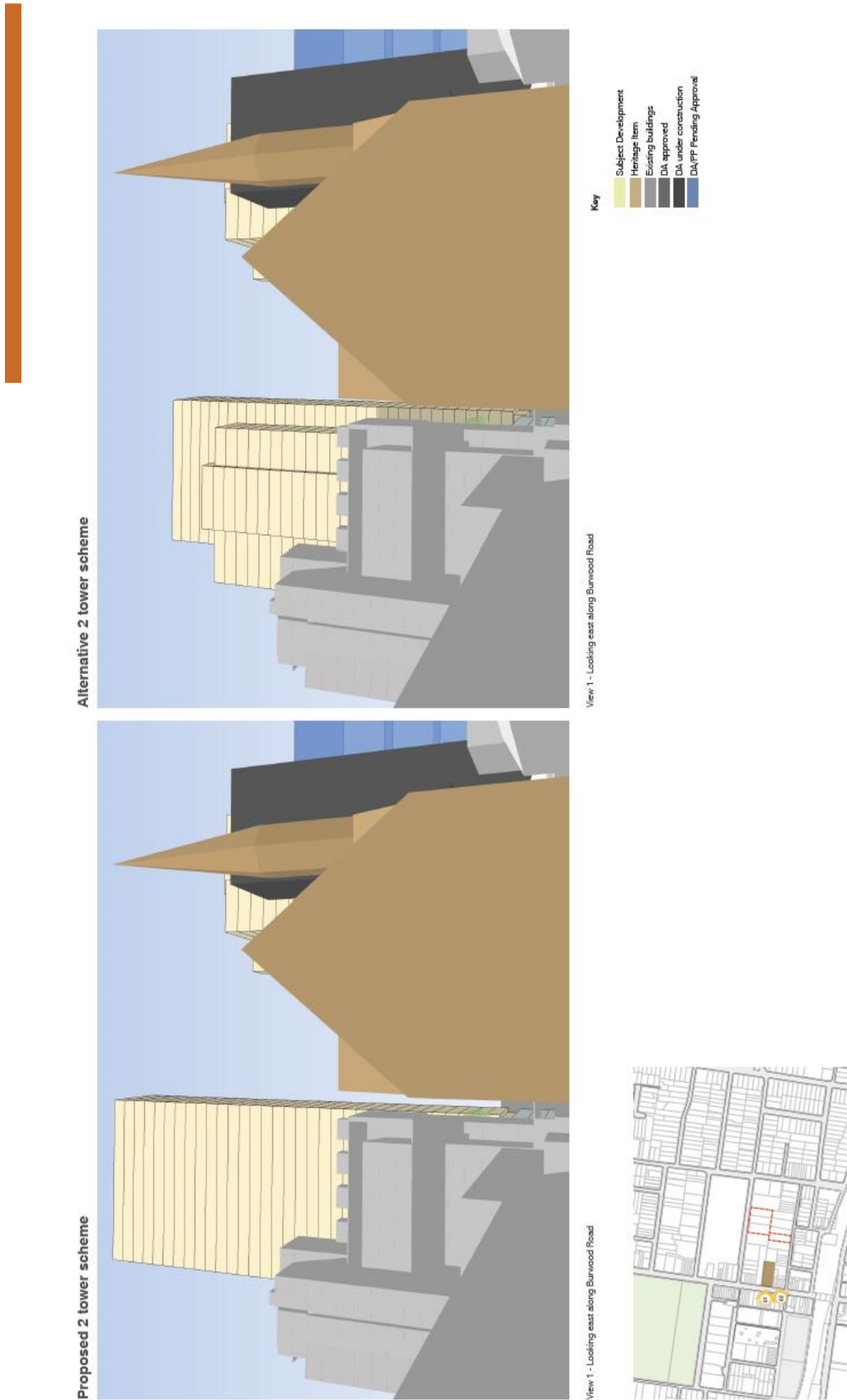


Figure 44: Comparison between proposed two-tower scheme with the higher tower to the west (fronting the Church) (left) and the additional option two-tower scheme with the smaller tower to the west (right), facing east. Impacts to the views/vistas to/from the heritage item from the public domain (Burwood road) will be lesser in the Additional Option as the dominance of the higher tower has been further

minimised through the increased distance from the heritage item (Source: 'Urban Design Report', Architectus. October 2017)

6.3.3 GENERAL DISCUSSION OF THE OPTIONS & VISUAL IMPACTS

As evident from the options considered above all alternatives considered will have an impact on the existing built form of the town centre regardless of the location of the towers, or being single or split two towers in form. Notwithstanding, it is apparent that options that were considered at the beginning of the design process were higher than the current proposed option and reducing the height of the towers as it is in the current Planning Proposal will have lesser impact. Although, the height and bulk of the current Planning Proposal option with two towers will double the height of the existing towers already developed in the immediate neighbourhood, it is acknowledged that the skyline of Burwood Town Centre is currently undergoing dramatic change and higher tower development could be expected in the future. It is understood that the Burwood Plaza Planning Proposal, which has received a gateway approval, has five taller towers than the proposed for the subject site. Another indication of the changing urban context and scale of the town centre.

The matter here would be giving consideration to the relationship of the new towers with the heritage items and whether there will be an unacceptable visual impact to their setting and identified significant aspects/elements. In the case of the Church (I20) the most important element is the dominance of its spire within the skyline with no interruption to its setting against the sky. It is clear that any development within the subject site will have no physical impact on the nearby heritage items and therefore the main consideration is the location of the towers within the distant skyline and backdrop of both heritage items, the Uniting Church (I20) and the Victorian semi-detached houses (I56).

Neither of the two heritage items in consideration has previously been subject to a view study or identification of their visual curtilage in their inventory form and Statements of Significance. The perimeter for consideration of visual impacts on these heritage items therefore was based on the heritage best practice.

The view analysis and photomontages provided by Architectus as detailed in section 6.3.1 above shows that in some directions the proposed highest tower will be at the backdrop of the Church spire. Although, the proposed tower is not a new addition to the skyline of the heritage items in the Burwood Town Centre, it is the highest tower within those towers currently in existence and those under construction. However, as noted above this is not the tallest tower that has been considered under a Planning proposal due to the gateway approval for the Burwood Plaza redevelopment. As the skyline of the Town Centre is currently undergoing dramatic change through the erection of various mixed-use tower developments, construction of similar scale towers can be expected in the future.

The pattern of development in Burwood Town Centre is constantly changing, such that it already contains a mixture of developments and therefore does not present a unified character or an easily discernible pattern of development. The current scale and form of buildings in the Town Centre are dramatically changing to keep up with the rapid commercialisation process, which results in the need for larger tower complexes. Many large tower complexes have already been given development consent across Burwood and many are already under construction. The proposed new high-rise tower will add to the urban skyscape of Burwood. As noted above, the previous historic pattern of development has been interrupted within the Town Centre by the changing nature of the built environment and is now partially evident in the Burwood Town Centre.

The visual impact on the closest heritage items, as seen from the photomontages, is inevitable and is expected. In direct views to the Church from Burwood Road, the spire will remain uninterrupted against the skyline with the towers framing the edges. This is an acceptable impact, and as noted it is expected. Views towards the Uniting Church from the northern approaches of Burwood Road will remain almost the same as existing but the views from the southern approaches will be dramatically changed. This visual impact to the skyline of the Church in particular its spire will be mitigated by the Applicant's voluntary contribution

towards the preparation of Conservation Management Plan (CMP) for the Church. This is considered to be an appropriate compromise in the context of the impacts to be caused by the proposed development.

6.4 'Statements of Heritage Impact' (NSW Heritage Manual)

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons.

The Options Tested Summary (Section 6.3.2) has indicated that option 6 has relatively the least impact on the views/vistas to/from heritage item I20. Option 6; however, is considered by Architectus to be preferable. It should also be noted that, as this is a PP for amendments to the building height and FSR controls, it is not binding to a particular tower arrangement. This can be further investigated through the development of the DCP and subsequent DA.

It is acknowledged that the heritage values and public benefits of items I20 and I56 are recognised and a contribution towards the preparation of a CMP for the Church (I20) as a means of ensuring its ongoing preservation and protection is proposed

The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts.

The Options Tested Summary (Section 6.3.2) and Views/Vistas Analysis (Section 6.3.1) has indicated that the bulk, height, scale and proportion of the proposal does not reflect that of the heritage items, I20 and I56. Although these have already been compromised by the development at 38 Victoria Street and other development in the same city block, the height of the proposed towers significantly exceeds the height of this building. This would therefore alter and modify the skyline and views/vistas to/from the Church (I20) as detailed in the previous section. The Options Tested Summary (Section 6.3.2) has also indicated that the proposed location of the taller tower to the west would increase this visual impact. Shifting the taller tower to the east hence setting further back from the Church, however, is acknowledged will have other planning impacts towards existing development to the east of Shaftsbury Road given its intact historic and lower scale characteristics. Mitigation measures, in addition to the voluntary contribution for the preparation of a CMP to the Church, could be employed at the time of the detailed design to create an exemplar of architectural excellence and a landmark in Burwood Town Centre's rapidly and dramatically changing urban form.

The above Options Tested Summary (Section 6.3.2) and Views/Vistas Analysis (Section 6.3.1) has indicated that the proposed development would alter and modify views/vistas to/from I56, which currently has no high-rise development within its immediate vicinity.

The following sympathetic solutions have been considered and discounted for the following reasons;

A number of options have been considered throughout the consultation process and CPH has provided input. As a result, Option 6 was developed and compared with other designs (Options Tested Summary - Section 6.3.2). It was determined that this configuration would present a relatively lesser impact on the view/vistas to/from the heritage item I20. Although this would result in a better heritage outcome, however, it is acknowledged that this assessment is limited to considerations which relate specifically to potential heritage impacts.

After consideration of all options, Option 6 has been selected as it achieves the greatest opportunity to minimise overshadowing and amenity impacts generally and meets housing demand.

7. Conclusion and Recommendations

In conclusion, it is considered by City Plan Heritage that the current Planning Proposal, including two separate towers with a higher tower towards the west along Victoria Street and an additional tower fronting George street, will inevitably alter and modify the views/vistas to/from heritage items Uniting Church (I20) and Victorian semi-detached Houses (I56).

As noted in section 6.3.3 above there have been no previous studies in relation to the visual curtilages of the subject heritage items, therefore, a heritage best practice approach was undertaken to identify the views and vistas from these items during the consideration of visual impacts. There will be no physical impacts on any of the heritage items in the vicinity. The visual impact on the closest heritage items, as seen from the photomontages, is inevitable and is expected. In direct views to the Church from Burwood Road, the spire will remain uninterrupted against the skyline with the towers framing the edges. This is an acceptable impact, and as noted it is expected. Views towards the Uniting Church from the northern approaches of Burwood Road will remain almost the same as existing but the views from the southern approaches will be dramatically changed. This visual impact to the skyline of the Church in particular to the backdrop of its spire will be mitigated by a contribution towards the preparation of a Conservation Management Plan (CMP) for the Uniting Church site. This is considered to be an appropriate compromise in the context of the impacts to be caused by the proposed development.

The proposed towers are not the first in Burwood's Town Centre but they may be the first of this scale and height to be constructed. Notwithstanding similar scale and taller towers are likely in Burwood in the future as the town centre grows. It is noted that the PP for the redevelopment of Burwood Plaza, which includes five taller towers than the proposed for the subject site, received gateway approval and may be commence construction prior to the current proposed development

CPH has assessed and considered seven design options throughout the project development process. As a result, it has been determined that an alternative configuration of the preferred scheme (Option 7), with the lower tower positioned to the west (Option 6), would present a reduced impact on views/vistas to/from heritage item I20 and result in a better heritage outcome overall. This conclusion has been reached on the basis of heritage considerations only and it is acknowledged that there are planning issues to be considered in relation to the lower scale development to the eastern side of Shaftsbury Road. It is also acknowledged that the historic character and low-scale built form of eastern side of Shaftsbury Road remain intact in comparison to the Burwood Town Centre.

CITY PLAN HERITAGE

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