

122 BRONTE ROAD, BONDI JUNCTION

HERITAGE IMPACT STATEMENT

11 JANUARY 2017
PREPARED FOR RIMON FIELD PTY LTD

URBIS

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EXECUTIVE SUMMARY

It is proposed to change the land use zone and applicable development standards applying to the subject site identified as 122 Bronte Road, Bondi Junction, for the proposed redevelopment of the site.

The subject site constitutes a key corner site at the intersection of Bronte Road and Birrell Street, on the southern approach to the Bondi Junction town centre. The building on site is the former Waverley Telephone Exchange Building, a locally listed heritage item (No I246) under the Waverley Local Environmental Plan (LEP) 2012.

The subject site is also located adjacent to the heritage listed two storey residential flat building at 1 Porter Street (I225) and the Botany Street Conservation Area (C3).

The type of development facilitated by the planning proposal which seeks to alter the land use, FSR and height has been considered in this report for its potential heritage impact on the subject site, the proximate heritage item and the adjacent conservation area.

With reference to the relevant controls of the Waverley LEP 2012, it has been determined that the planning proposal will not facilitate development which would have an adverse impact on the adjoining HCA or the subject heritage item.

The historic significance of the site is vested specifically in its previous function as a telephone exchange. This historic use has already terminated at the site. The site is void of any fabric which indicates the previous use, and there is never likely to be a need for it to be reinstated. As such the site has been left underutilised. The best opportunity for the conservation of the heritage item is its incorporation into a new development and meaningful adaptive reuse. The new land use zoning facilitates the concept proposal which indicates the retention of the building to the streetscape and its reuse as retail tenancies. Therefore, the land zoning would encourage appreciation of the fabric through its reinvigoration which would activate the surrounding area.

The proposed alterations to the existing site controls would facilitate development which is larger than that within the conservation area adjacent. It should be appreciated that the subject site was consciously not included within the boundaries of the conservation area, likely because it was already of a notably different typology and style, and because it relates to a different context, being the Bronte Road streetscape which flanks a main arterial road and comprises a number of multi storey developments. There is therefore recognised scope for a different type of development on the subject site and any future development would be read in the context of Bronte Road rather than the conservation area.

Further, to the above the proposed maximum heights are appropriate in ensuring that the scale of development is consistent with the existing building stock along Bronte Road. Specifically, development would be minimally higher than the Telstra building adjacent to the north, creating a stepping up towards the corner. It would also retain some relationship with the existing scale of the development on the west side of Bronte Road.

The conservation area is dominated by lower density forms which are complimentary to each other in their range of early residential architecture styles. Future development facilitated by the planning proposal would have no impact on the consistent streetscape character as the subject site is located outside the western boundary of the area and would not truncate any existing cohesive rows of development.

This report includes examples of a number of successful developments which have sympathetically incorporated heritage items as podium while increasing density above to achieve contemporary mixed use developments. It is considered that subject to rigorous and sympathetic design development, future proposed development facilitated by the planning proposal could have a similar, successfully integrated outcome.

In accordance with the observation set down in this report the Planning Proposal is supported from a heritage perspective.

1. INTRODUCTION

1.1. BACKGROUND

Urbis has been engaged to prepared this Heritage Impact Statement for the proposed works at 122 Bronte Road, Bondi Junction. It is proposed to change the land use zone and applicable development standards applying to the subject site to facilitate the redevelopment of the site.

The subject site constitutes a key corner site at the intersection of Bronte Road and Birrell Street, on the southern approach to the Bondi Junction town centre. The building on site is the former Waverley Telephone Exchange Building, a locally listed heritage item (No I246) under the Waverley Local Environmental Plan (LEP) 2012.

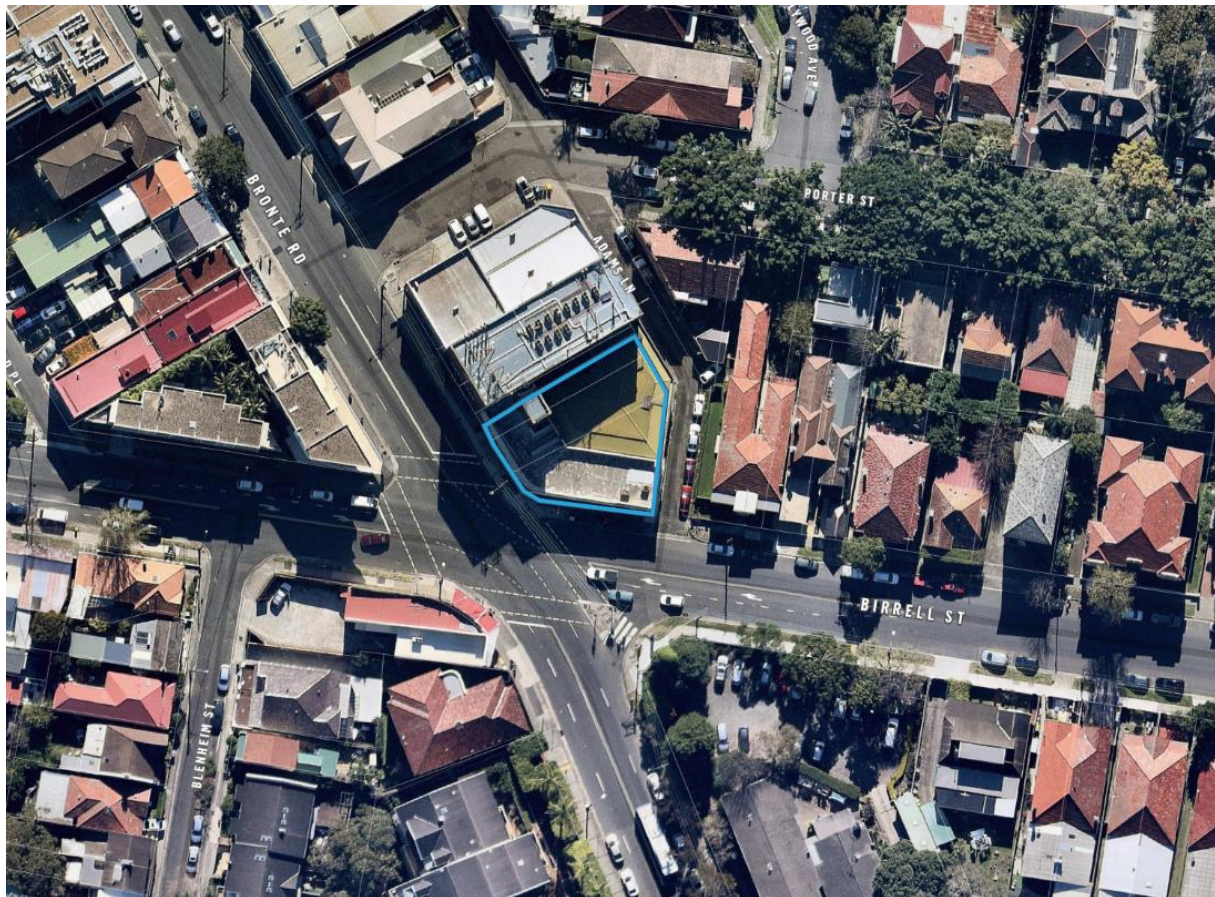
The subject site is also located adjacent to the heritage listed two storey residential flat building at 1 Porter Street (I225) and the Botany Street Conservation Area (C3).

This heritage impact statement is therefore required to assess the heritage impact of the proposal on the identified heritage significance of the subject site, and the adjacent heritage item and conservation area.

1.2. SITE LOCATION

The site is located at 122 Bronte Road, Bondi Junction (Figure 1).

Figure 1 – Aerial indicating the boundaries of the subject site.



Source: googleearth

1.3. METHODOLOGY

This Heritage Impact Statement has been prepared in accordance with the NSW Heritage Branch guideline 'Assessing Heritage Significance' (2001). The philosophy and process adopted is that guided by the *Australia ICOMOS Burra Charter* 1999 (revised 2013).

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

1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Alexandria Barnier (Senior Consultant).

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

1.5. THE PROPOSAL

The Applicant seeks to initiate the preparation of an amendment to the Waverley Local Environmental Plan 2015 (WLEP) as it applies to the Site. This Report is intended to assist Waverley Council (the "Council") in preparing a Planning Proposal to rezone the land and introduce new planning controls at the Site in accordance with Section 55 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The intended outcome of the Planning Proposal is to amend the WLEP as follows:

- Land Zoning: Rezone the land to Zone **B4 Mixed Use**
- Floor Space Ratio: Introduce a new maximum allowable floor space ratio (FSR) of **5:1**
- Height of Buildings: Introduce a new maximum allowable building height of 28metres.

These proposed amendments are detailed in Table 1 below:

Table 1 – Summary of Proposed Zoning and Development Controls

Development Standard	Present WLEP Control	Proposed Amended Control
Zoning	SP2 - Infrastructure	B4 – Mixed Use
Floor Space Ratio	2:1	5:1
Height of Building	15m	28 metres.

The purpose of the amended zoning and controls is to facilitate the redevelopment of the site to accommodate a new mixed use serviced apartment scheme with retail/café use at the ground floor.

At this stage the design concept is for a 7-storey tower, comprising up to approximately 62 serviced apartments, along with the adaptive re-use of the existing heritage building on site to contain ground floor reception uses, along with an ancillary café/retail use and associated car parking for staff.

At this stage, it is anticipated that the proposal would contain approximately 3,288sqm Gross Floor Area (GFA).

A development application containing further worked-up details of the scheme would be lodged with the Council, following the gazettal of the amended controls sought within this Planning Proposal.

2. SITE DESCRIPTION

Streetscape

The site is positioned on the north-east side of the Bronte Road and Birrell Street intersection. The site represents a strategic location as it forms the south-eastern entrance to Bondi Junction, one of four main vehicular access routes to the centre.

There are a variety of land uses surrounding the site, including the Edina Nursing Home and Uniting War Memorial Hospital to the south, whilst detached 2/3 storey residential properties and residential flat buildings lie to the east of the site. A modern 4 storey shop-top housing development is situated to the west of the site on the opposite side of Bronte Road, and adjoining the site to the north is the existing brick built Waverley Telephone Exchange Offices.

Other uses in the area include a single storey electronic component retailer 'Jaycar' on the south west corner of the Bronte/Birrell intersection. There are a range of building heights and mix of residential commercial uses further north on Bronte Road, with the heights of building increasing towards the centre of Bondi Junction.



Picture 1 – View north along Bronte Road.



Picture 2 – View south west towards development on the opposite side of Bronte Road.

The Subject Site

The subject site comprises a simple single storey brick building to the corner of Bronte Road and Birrell Street with a masonry parapet and flat roof beyond. The street front façade comprises dark brick with a decorative render to the base, parapet and arched windows. The arched windows frames are original however they have later unsympathetic bars over. The sills beneath the arched windows are prominent and have decorative scroll brackets. A painted keystone is located at the apex of each arched opening.

Adjoining the rear of this building is a later single storey addition which stylistically matches the corner building and a three storey mid-twentieth century brick building to the rear. The subject building is the former Waverley Post Office Building, c1887, which was converted to Waverley's first Telephone Exchange as early as 1893. In c1922, the existing manual telephone exchange building was substantially altered and added to when it was converted for an automatic switching system. Additions to the former Post Office building at this time include a brick extension to the laneway, and the building was designed to appear as one large building.

Overall, stylistically the building is predominately 1920s in construction and appearance.

Figure 2 – External images of the subject site.



Picture 3 – View east towards west façade of the item.



Picture 4 – Fire escape on western façade.



Picture 5 – Window on western façade showing decorative sill and bracket.



Picture 6 – View along southern façade.



Picture 7 – View of east façade.



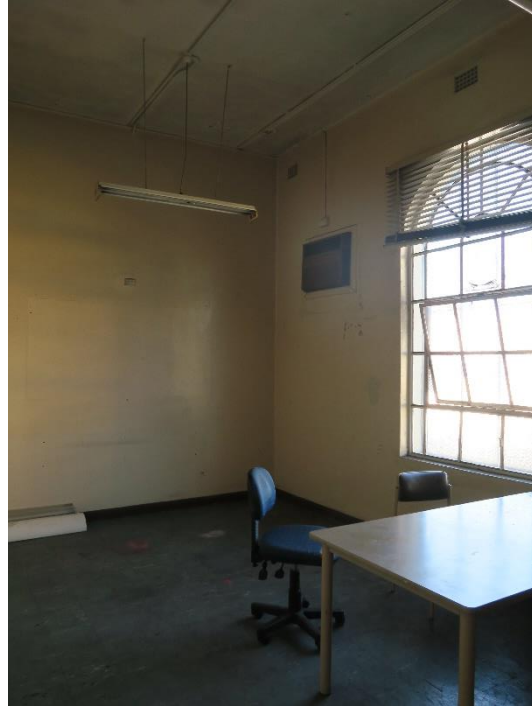
Picture 8 – View north towards south façade of the item.

Internally, the single storey utilitarian building does not comprise any remarkable fabric however the quality of the spaces are significantly enhanced by the large window proportions. The building has simple vinyl floors and rendered, painted walls. The doors are timber and at least some appear to have been replaced at the end of the 20th century. The bathroom has simple white tiled floors. The partitions appear to be dated from the mid-20th century.

The rear of the building which constitutes the later addition to the building is used a garage space with rectangular columns and rendered, painted walls.



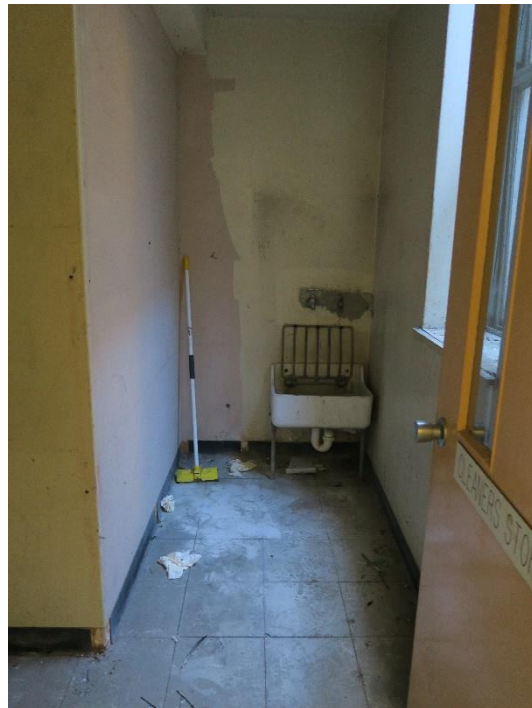
Picture 9 – View along typical corridor.



Picture 10 – View across typical room.



Picture 11 – View along typical corridor.



Picture 12 – View across utility room.



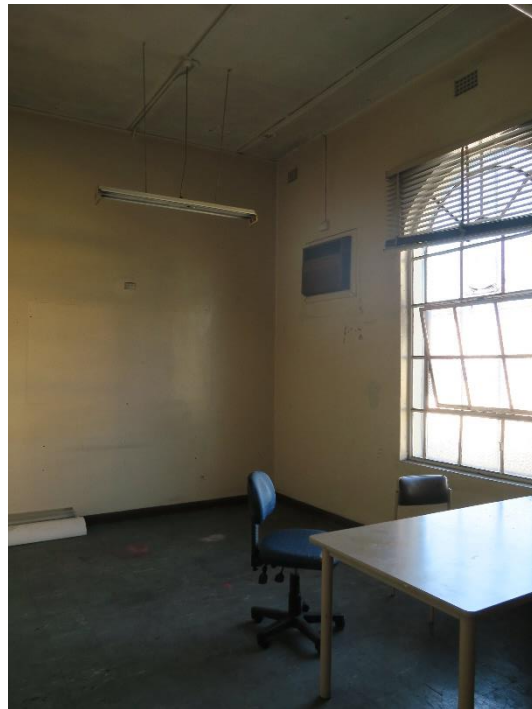
Picture 13 – View along typical corridor.



Picture 14 – View across bathroom.



Picture 15 – View across typical room.



Picture 16 – View across typical room.



Picture 17 – View across the carpark space to the rear.

1 Porter Lane

The subject site is located to the west of the locally listed item at 1 Porter Lane. The heritage item constitutes an unusual, two storey flat building on corner site built in the 1930's style. It has a tiled roof with parapets to corners and side elevations. It also has decorative mouldings of special interest for this period. Good shingled hood to portico with barley twist columns. There are minimal alterations to this property.



Picture 18 – View south east towards primary façade of the item (source: NSW Heritage Inventory).

3. HISTORICAL OVERVIEW

3.1. AREA HISTORY

Development of Bondi Junction has largely been controlled by transport routes. South Head Road (now Oxford Street) was the first, constructed in 1811 by soldiers of the 73rd Regiment. By 1856 a tollgate had been erected at the corner of Bronte Road and Ebley Street. The tollgate was moved in 1869 to a site opposite Hough's windmill to catch residents who were evading paying the toll.¹

When Barnett Levey built "Waverley House" in 1827 it was the first of many fine mansions to grace the area which then became known as Waverley.² Bondi Junction was earlier known as Tea Gardens, after the Waverley Tea Gardens Hotel, which was granted its first license in 1854. The original building was set out in a large garden, where refreshments were served in summerhouses surrounded by flowers and trees, and games lawns where quoits were played.³

The name changed to Bondi Junction when the first trams began on the trip from Darlinghurst to the Bondi area in 1881. Construction of a crossing loop line commenced in 1882, and the tramway junction off the Waverley line to Bondi on what was then called Durham Street, now Fletcher Street, opened on 24 May 1884.⁴

The Eastern Suburbs Railway line which finishes at Bondi Junction was opened in 1979.⁵

3.2. SITE HISTORY

The subject site comprises a c1920s single storey brick building on the corner and a three storey mid-twentieth brick building adjoining its rear, which together comprise the former Waverley Telephone Exchange.

The subject site was originally part of land granted to Henry Bradburn Dobson by Crown Grant in 1869. Various historical records suggest that Dobson was a speculative house builder.

The subject site was purchased by The Honourable, The Minister for Public Affairs in 1884 for a post office which opened in 1887. Prior to this there was an "unofficial" post office in the municipality dating from as early as 1858.⁶

Historical records indicate that from as early as 1893, the post office was converted into Waverley's first Telephone Exchange, resulting in the telephone being available for the suburb (having been introduced to Sydney in 1881). The Australian Star reports in 1893 the following:

"The work in connection with the establishment of a telephone exchange at the Waverley post office is proceeding satisfactorily. A number of premises have already been connected with the exchange and a great many applications are now being received. The telephone will be a great advantage to many of the residents".⁷

The first Telephone Exchange in Australia was opened in Melbourne in 1880, and by 1887 exchanges had been established in every capital city. Development initially concentrated around the city centres but some suburban exchanges had been established by 1901.⁸ The establishment of the telephone exchange was in response to growing postal and telegraphic services which grew in line with technological development and in response to an increasing population in Waverley.

¹ Waverley Council 1994, *Bondi Junction – Heritage on the move*, viewed 18 December 2012, <http://www.waverley.nsw.gov.au/__data/assets/pdf_file/0004/8671/BondiJunction.pdf>.

² (ibid).

³ Pollon, F 1996, *The book of Sydney suburbs*, Cornstalk, originally published by Angus & Robertson Publishers in 1988, Sydney.

⁴ (ibid).

⁵ (ibid).

⁶ Meyer I.; Brady C., *Waverley Heritage Policy*, September 2007, p25.

⁷ The Australian Star, *Waverley Telephone*, Monday 4th September 1893, p6.

⁸ Freeman A.H., *History of Telephone Switching Technology in Australia*, 1880 to 1980, p8.

In 1922, the Parliamentary Standing Committee on Public Works resolved to convert the existing manual telephone exchange building on the corner of Cowper and Birrell Streets for an automatic switching system, with an ultimate capacity of approximately 4,500 subscriber's lines at an estimated cost of 96,187 pounds. The existing building was substantially altered and added to at this time to meet requirements.⁹

In 1964, the Commonwealth of Australia became the registered owner of the subject site and by the 1970s the later three storey brick building had been constructed to the rear of the corner site.

Figure 3 – The subject allotment purchased in 1884.



Source: Volume 686/Folio 47.

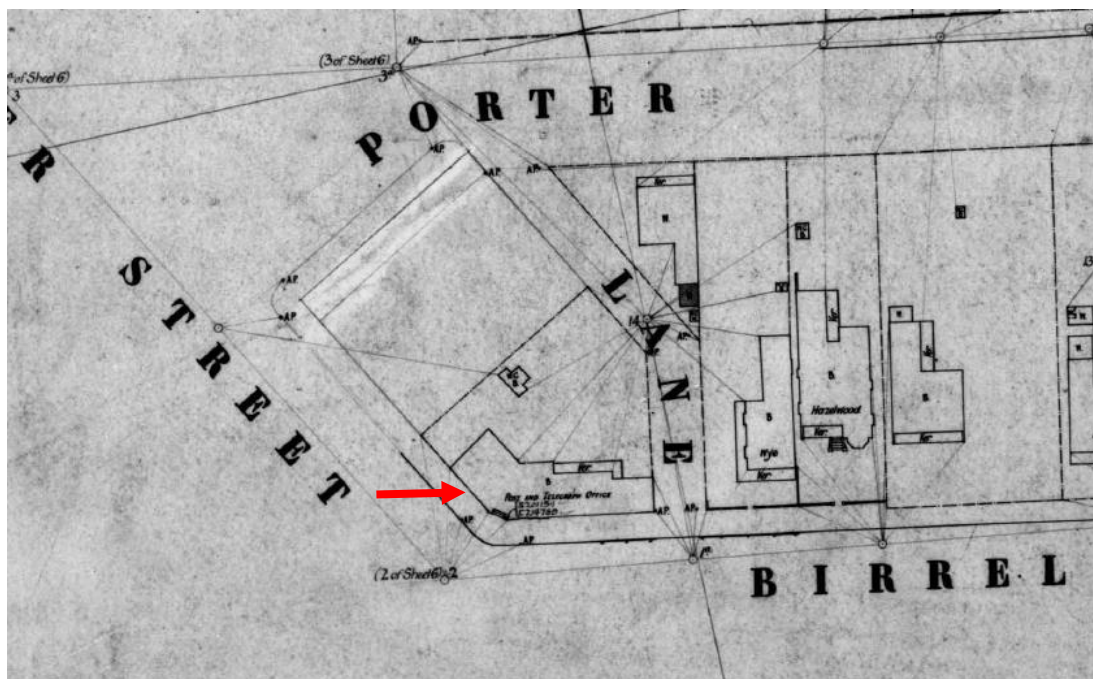
Figure 4 – Plan of the Borough of Waverley in 1887, showing the subject site (outlined) as vacant subdivided allotments.



Source: National Library of Australia, MAP F 371.

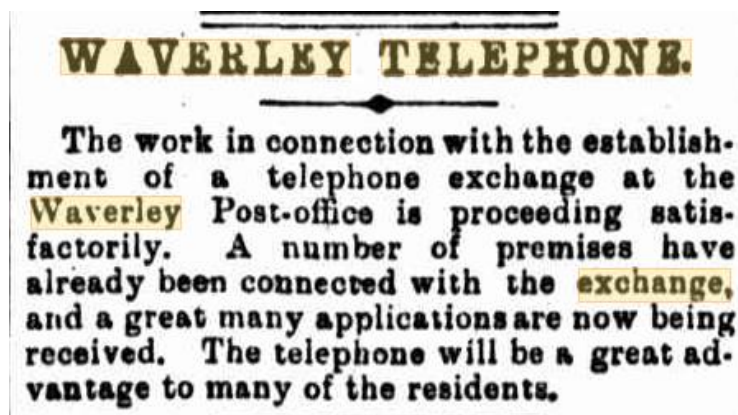
⁹ The Parliament of the Commonwealth of Australia, *Parliamentary Standing Committee on Public Works*, Establishment of Automatic Telephone Exchanges at East Sydney, Randwick, Waverley and Gordon, 1922.

Figure 5 – Plan of the former Post and Telegraph Office, 1888.



Source: Sydney Water Historical Imagery

Figure 6 – Article in the Australian Star, 1893.



Source: National Library of Australia.

Figure 7 – Waverley Telephone Exchange, 1926.



Source: National Archives of Australia (Image Number: C4076, HN5666 PART A).

Figure 8 - Waverley Telephone Exchange, 1926 showing the former entrance on the corner (which has been converted to a window).



Source: National Archives of Australia (Image Number: C4076, HN5666 PART B).

Figure 9 – Waverley Manual Telephone Exchange, 1927, showing staff operating switch boards.



Source: Waverley Library (000/000764).

Figure 10 – 1930 aerial showing the subject site.



Source: Land and Property Information NSW.

Figure 11 – 1943 aerial.



Source: Six Maps.

Figure 12 – Former Waverley Post Office, 1946.



Source: Waverley Library (000/000594)

Figure 13 – 1970 aerial showing the subject site and later three storey addition to the rear.



Source: Google Earth.

4. HERITAGE SIGNIFICANCE

4.1. WHAT IS HERITAGE SIGNIFICANCE?

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

4.2. SIGNIFICANCE ASSESSMENT

The Heritage Council of NSW has developed a set of seven criteria for assessing heritage significance, which can be used to make decisions about the heritage value of a place or item. There are two levels of heritage significance used in NSW: state and local.

The following assessment of heritage significance has been prepared in accordance with the 'Assessing Heritage Significance' (2001) guides.

Table 2 – Assessment of heritage significance

Criteria	Significance Assessment
A – Historical Significance <i>An item is important in the course or pattern of the local area's cultural or natural history.</i>	<p>The subject site comprises a significant public building in the context of the local area. It was originally used as a post office then was converted into the Waverley Telephone Exchange. The telephone exchange was significant in that it facilitated the introduction of telephone into the area. This need was resultant of an increasing population at the time.</p> <p>Although there is no fabric remnant within the building which clearly identifies its former significant use the building is considered to have historic significance at a local level.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> shows evidence of a significant human activity <input checked="" type="checkbox"/> is associated with a significant activity or historical phase <input checked="" type="checkbox"/> maintains or shows the continuity of a historical process or activity <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important activities or processes <input type="checkbox"/> provides evidence of activities or processes that are of dubious historical importance <input type="checkbox"/> has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>

Criteria	Significance Assessment
B – Associative Significance <i>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.</i>	<p>There is no evidence that the building has any connections with any persons of importance in the local community.</p> <p>The subject site does not meet the requisite standard of significance under this criterion.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> shows evidence of a significant human occupation <input type="checkbox"/> is associated with a significant event, person, or group of persons <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> has incidental or unsubstantiated connections with historically important people or events <input type="checkbox"/> provides evidence of people or events that are of dubious historical importance <input checked="" type="checkbox"/> has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/>
C – Aesthetic Significance <i>An item is important in demonstrating aesthetic characteristics and/or a high degree of creative or technical achievement in the local area.</i>	<p>The building is a simply styled 1920s building. Although the building is simple and only single storey, it is distinct on the corner of Bronte Road and Birrell Streets for its emphasised horizontality and large steel framed windows. The building contributes to the character of the area and the setting of the conservation area adjacent.</p> <p>Notwithstanding, the internal spaces are simple, utilitarian and lack any remarkable detailing. A significant addition has been added to the rear and the internal spaces have been altered in line with changing requirements for its use. Further, there are no elements which indicate the historic use of the building.</p> <p>As such, the aesthetic significance of the building is vested in the contribution that its external fabric makes to the streetscape.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/> is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/> is aesthetically distinctive <input checked="" type="checkbox"/> has landmark qualities <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> is not a major work by an important designer or artist <input type="checkbox"/> has lost its design or technical integrity <input type="checkbox"/> its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/> has only a loose association with a creative or technical achievement <input type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> exemplifies a particular taste, style or technology <input type="checkbox"/> 	
D – Social Significance <i>An item has strong or special association with a particular community or cultural group in the local area for social, cultural or spiritual reasons.</i>	<p>There is no evidence that the subject site has important associations with an identifiable group.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> is important for its associations with an identifiable group <input type="checkbox"/> is important to a community's sense of place <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> is only important to the community for amenity reasons <input checked="" type="checkbox"/> is retained only in preference to a proposed alternative <input type="checkbox"/>
E – Research Potential <i>An item has potential to yield information that will contribute to an understanding of the local area's cultural or natural history.</i>	<p>The building has been so altered internally that there is no indication that it yields potential to reveal any information about historic practices related to post offices or telephone exchanges.</p> <p>It is beyond the scope of this assessment to assess archaeological potential.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/> is an important benchmark or reference site or type <input type="checkbox"/> provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> the knowledge gained would be irrelevant to research on science, human history or culture <input type="checkbox"/> has little archaeological or research potential <input checked="" type="checkbox"/> only contains information that is readily available from other resources or archaeological sites <input type="checkbox"/>
F – Rarity <i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i>	<p>Although the building is unique in the area, there are a number of early telephone exchanges remnant around Sydney and NSW generally which are in better condition and have notably more intact settings.</p> <p>The item is therefore not considered to be rare.</p>
Guidelines for Inclusion <ul style="list-style-type: none"> provides evidence of a defunct custom, way of life or process <input type="checkbox"/> demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/> 	Guidelines for Exclusion <ul style="list-style-type: none"> is not rare <input type="checkbox"/> is numerous but under threat <input type="checkbox"/>

Criteria	Significance Assessment
<ul style="list-style-type: none"> shows unusually accurate evidence of a significant human activity <input type="checkbox"/> is the only example of its type <input type="checkbox"/> demonstrates designs or techniques of exceptional interest <input type="checkbox"/> shows rare evidence of a significant human activity important to a community <input type="checkbox"/> 	
<p>G – Representative</p> <p><i>An item is important in demonstrating the principal characteristics of a class of NSWs (or the local area's):</i></p> <ul style="list-style-type: none"> cultural or natural places; or cultural or natural environments. 	<p>The building represents the development of Bondi Junction including the introduction of telephones resultant of the increasing population.</p>
<p>Guidelines for Inclusion</p> <ul style="list-style-type: none"> is a fine example of its type <input type="checkbox"/> has the principal characteristics of an important class or group of items <input type="checkbox"/> has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/> is a significant variation to a class of items <input type="checkbox"/> is part of a group which collectively illustrates a representative type <input type="checkbox"/> is outstanding because of its setting, condition or size <input type="checkbox"/> is outstanding because of its integrity or the esteem in which it is held <input type="checkbox"/> 	<p>Guidelines for Exclusion</p> <ul style="list-style-type: none"> is a poor example of its type <input type="checkbox"/> does not include or has lost the range of characteristics of a type <input type="checkbox"/> does not represent well the characteristics that make up a significant variation of a type <input type="checkbox"/>

4.3. STATEMENT OF SIGNIFICANCE – SUBJECT SITE

The subject site has historic and aesthetic significance at a local level.

The subject site comprises a significant public building in the context of the local area. It was originally used as a post office then was converted into the Waverley Telephone Exchange. The telephone exchange was significant in that it facilitated the introduction of telephone into the area. This need was resultant of an increasing population at the time.

The building is a simply styled 1920s building. Although the building is simple and only single storey, it is distinct on the corner of Bronte Road and Birrell Streets for its emphasised horizontality and large steel

framed windows. The building contributes to the character of the area and the setting of the conservation area adjacent.

Notwithstanding, the internal spaces are simple, utilitarian and lack any remarkable detailing. A significant addition has been added to the rear and the internal spaces have been altered in line with changing requirements for its use. Further, there are no elements which indicate the historic use of the building.

As such, the aesthetic significance of the building is vested in the contribution that its external fabric makes to the streetscape.

4.4. STATEMENT OF SIGNIFICANCE – ITEM 225

The below statement of significance has been sourced from the heritage branch database sheet for the item (no. 2620251):

Unusual example of an Inter-War flat building, with many individual features of interest. Essentially intact.

4.5. STATEMENT OF SIGNIFICANCE – BOTANY STREET CONSERVATION AREA

The below statement of significance has been summarised from Colin Brady & INES Meyer (2003) "Heritage Assessment of the Bondi Junction Area".

The Botany Street Area is surrounded by Birrell Street, Council Street, part of Waverley Street, Llandaff Street, Hollywood Avenue, Ebley Street, Allens Parade and Adam's Lane. This area is part zoned 2b, 2c(1) and 2c(2).

The range and compatible residential types from 1890's to 1940's recording the consolidation of open lands about Bondi Junction follows establishment of regular tram services. The proposed conservation area includes representative examples of varied styles from Victorian filigree through the Inter War Art Deco. The area retains notable streetscapes, characterised by the width of road easements and the quality of residential groupings. It's contained nature lends itself to conservation whilst maintaining development opportunities that are compatible with the amenity and the significance of the existing setting.

The building streetscape in the Botany Street Area is diverse and although buildings are not consistent to adjoining developments, they form a cohesive streetscape combining a variety of styles, materials and distribution of buildings along the street.

5. IMPACT ASSESSMENT

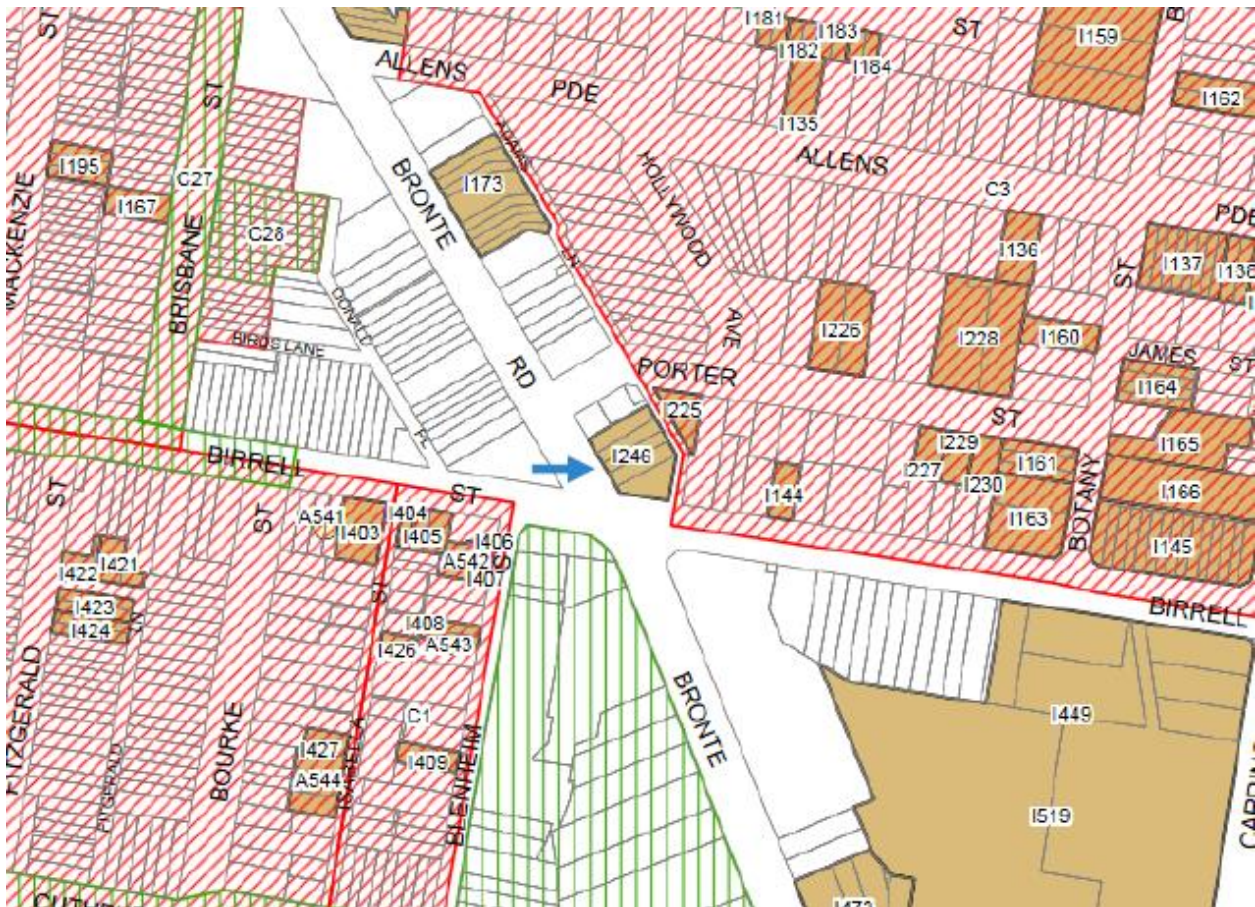
5.1. HERITAGE LISTING

The building on site is the former Waverley Telephone Exchange Building, a locally listed heritage item (No I246) under the Waverley Local Environmental Plan (LEP) 2012, as illustrated in the figure below.

The subject site is also located adjacent to the heritage listed two storey residential flat building at 1 Porter Street (I225) and the Botany Street Conservation Area (C3).

This heritage impact statement is therefore required to assess the heritage impact of the proposal on the identified heritage significance of the subject site, and the adjacent heritage item and conservation area.

Figure 14 – Heritage Map showing the subject site.



Picture 19 – Waverley Local Environmental Plan (LEP) 2012.

5.2. STATUTORY CONTROLS

5.2.1. Local Environmental Plan

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

Table 3 – Local Environmental Plan

CLAUSE	DISCUSSION
<p>5.10 Heritage conservation</p> <p>Note.</p> <p>Heritage items (if any) are listed and described in Schedule 5. Heritage conservation areas (if any) are shown on the Heritage Map as well as being described in Schedule 5.</p> <p>(1) Objectives</p> <p>The objectives of this clause are as follows:</p> <p>(a) to conserve the environmental heritage of Waverley,</p> <p>(b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views,</p> <p>(c) to conserve archaeological sites,</p> <p>(d) to conserve Aboriginal objects and Aboriginal places of heritage significance.</p>	<p>For the reasons set out in the below section it is considered that the planning proposal is in line with the objectives set out in the Waverley LEP.</p>
<p>(2) Requirement for consent</p> <p>Development consent is required for any of the following:</p> <p>(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance):</p> <p>(i) a heritage item,</p> <p>(ii) an Aboriginal object,</p> <p>(iii) a building, work, relic or tree within a heritage conservation area,</p> <p>(b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,</p> <p>(c) disturbing or excavating an archaeological site while knowing, or having reasonable cause to</p>	<p>The building on site is the former Waverley Telephone Exchange Building, a locally listed heritage item (No I246) under the Waverley Local Environmental Plan (LEP) 2012.</p> <p>The subject site is also located adjacent to the heritage listed two storey residential flat building at 1 Porter Street (I225) and the Botany Street Conservation Area (C3).</p> <p>This heritage impact statement is therefore required to assess the heritage impact of the proposal on the identified heritage significance of the subject site, and the adjacent heritage item and conservation area.</p>

CLAUSE	DISCUSSION
<p>suspect, that the disturbance or excavation will or is likely to result in a relic being discovered, exposed, moved, damaged or destroyed,</p> <p>(d) disturbing or excavating an Aboriginal place of heritage significance,</p> <p>(e) erecting a building on land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance,</p> <p>(f) subdividing land:</p> <p>(i) on which a heritage item is located or that is within a heritage conservation area, or</p> <p>(ii) on which an Aboriginal object is located or that is within an Aboriginal place of heritage significance.</p>	
<p>(4) Effect of proposed development on heritage significance</p> <p>The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).</p>	<p>There are no aspects of the proposal which are assessed below in this section as having the potential to have a detrimental impact on the heritage listed fabric on the subject site or in its vicinity.</p>
<p>(5) Heritage assessment</p> <p>The consent authority may, before granting consent to any development:</p> <p>(a) on land on which a heritage item is located, or</p> <p>(b) on land that is within a heritage conservation area, or</p> <p>(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</p>	<p>This report has been prepared in response to this provision. The assessment of the planning proposal is set out in the section below.</p>

CLAUSE	DISCUSSION
carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.	

5.3. ASSESSMENT OF HERITAGE IMPACT

This application does not seek approval for any physical works on the subject site. Notwithstanding, the type of development facilitated by the planning proposal which seeks to alter the land use, FSR and height has been considered in this report for its potential heritage impact on the subject site, the proximate heritage item and the adjacent conservation area.

5.3.1. Land Zoning

It is proposed to alter the existing land zoning from SP2 Infrastructure to B4 – Mixed Use. The existing zoning reflects the historic use of the site as a telephone exchange.

While the rezoning would facilitate the permanent end of the historic use, it should be noted that the historic significance of the site is vested specifically in its previous function as a telephone exchange. Regardless of the remnant infrastructure zoning, the historic use has already terminated at the site. This infrastructure is no longer a requirement as the function of early telephone exchanges have been consolidated and significantly streamlined. The site is void of any fabric which indicates the previous use, and there is never likely to be a need for it to be reinstated. As such, the termination of the significant yet redundant historic use and the remnant zoning of the site, have left it underutilised.

The best opportunity for the conservation of the heritage item is its incorporation into a new development and meaningful adaptive reuse. The concept proposal assessed at a high level below in this section indicates the retention of the building to the streetscape and its reuse as retail tenancies. Therefore, the land zoning would not impact on the ability to appreciate the character of the item. Rather it would facilitate the retention of the 1920s brick building, and encourage appreciation of the fabric through its reinvigoration which would activate the surrounding area.

The mixed use zoning would be in keeping with the existing zoning of the surrounding area. Specifically, there are number of residential development in the vicinity (opposite to the west) and retail developments along Bronte Road. As such, the character of the area surrounding the adjacent heritage conservation area would remain unchanged. Even so, it should be noted that the heritage conservation area comprises predominantly residential stock (in which its significance is vested) as such the use associated with the subject site does not directly contribute to the significance of the conservation area.

In accordance with the above, it is not considered that there is any requirement to retain the existing infrastructure land use zoning associated with the site. The proposed rezoning to mixed use allowing serviced accommodation and retail would not have a detrimental heritage impact on the significant fabric. Conversely it would facilitate the ongoing relevance of the building, facilitate public access to the heritage building and encourage appreciation of its significant values.

The design to alter the heritage building and to provide for its adaptive reuse under the future development application would be developed in consultation with the heritage architects/consultant to ensure that physical impacts on significant fabric are mitigated and appropriate uses sought. A concept plan has been provided with this planning proposal and a high-level assessment of the plan has been provided at Section 5.3.3.

It is noted that there is an opportunity to interpret the earlier post office use and the telephone exchange in an Interpretation Strategy which could be prepared in conjunction with a future development.

5.3.2. Assessment of Heritage Impact – Height of Buildings and FSR

It is proposed to alter the existing allowable maximum height of buildings from 15m to 28m. It is also proposed to alter the existing Floor Space Ratio from 2:1 to 5:1

It is appreciated the proposed alterations to the existing site controls facilitate development which is larger than that within the conservation area adjacent. Notwithstanding, it should be noted that the fabric on the subject site is and was historically, of a different character than the substantial residential pocket located to the east which comprises low density forms. Given the historic infrastructure typology of the site and the type

of development facilitated by the resultant large lot, it is considered that there was never real potential for the development on the subject site to be referential to the proximate low density residential areas in terms of typology.

The aesthetic significance of the adjacent conservation area is recognised. The conservation area is dominated by lower density forms which are complimentary to each other in their range of early residential architecture styles. Although the planning proposal would facilitate development of a different typology than that in its vicinity, it should be appreciated that the subject site was consciously not included within the boundaries of the conservation area, likely because, as above, it was already of a notably different typology and style, and because it relates to a different context, being the Bronte Road streetscape. There is therefore recognised scope for a different type of development on the subject site. Further, there would be no impact on the consistent streetscape character as the development is located outside the western boundary of the area and would not truncate any existing cohesive rows of development.

Any future development would be read in the context of Bronte Road rather than the conservation area, and therefore would not detract from the character of the latter. The subject site is located on a main arterial road which already features a number of multi storey developments (see image below). It is also anticipated to comprise further, higher development in the future. In particular, it is understood that the site opposite (on the south side of Birrell Street) is earmarked for a higher density development. As such, the conservation area is likely to exist in the context of higher development than what exists today.



Picture 20 – View north along Bronte Road.

Further, the subject site has been identified in the urban design study submitted with this application as a district centre entry point. It is considered appropriate that the entry points are distinct in character, and acceptable that they are higher than the residential development in its proximity. It should be noted (as set out in the urban design study) that there are 3 other key entry points to the district centre. All three of these points comprise development which is higher than the residential development outside of the centre. It is inevitable that a contemporary overlay of higher development will be concentrated around district centres in the highly populated eastern suburbs and that the scale of the outlook from these residential areas is likely to change. Even so, it is considered that the conservation area is of such a substantial size, that it will retain its character as a low-density pocket and its significance would not be isolated or compromised by surrounding higher density developments.

Although the rezoning would facilitate a building higher than the low density residential development within the conservation area it is appropriate in ensuring that the scale of development is consistent with the existing building stock along Bronte Road. Specifically, development would be minimally higher than the Telstra building adjacent to the north, creating a stepping up towards the corner. It would also retain some relationship with the existing scale of the development on the west side of Bronte Road.

It is appreciated that the increased floor space ratio and maximum height would require engineering solutions on the ground floor in order to facilitate a denser built form. While this would require interventions

into the heritage item it should be noted that there is little remarkable fabric behind the line of the façades. Interventions into the fabric for the purpose of facilitating a tower is not likely to compromise the character of the building. Notwithstanding, the physical works for any new development would be assessed at a later stage to accompany the future development application.

The roofline of the heritage item on the subject site presents as a flat parapet to the street. It is considered that this form would lend itself well to creating an integrated site with a podium and a higher density component surmounting. As shown in the concept plan analysis (Section 5.3.4) a higher density contemporary development can be introduced sympathetically with a separation between old and new created by a shadow line. The retention of the heritage item would ensure that there remains some connection in terms of scale between the subject site and the heritage item adjacent. It would also ensure that a human scale is retained in the streetscape.

It is considered acceptable that the density across the site is increased subject to the appropriate application of the massing and sympathetic detailing to articulate the larger forms. A denser form would also be supported subject to inclusion and adaptive reuse of the heritage item in a meaningful way in the context of the new development.

The below projects are exemplars of successful high-density developments in proximity to conservation areas and incorporating heritage items.

5.3.3. Similar Scheme Examples

59 Oxford Street

Address: 59 Oxford Street, Bondi Junction.

Approval: Staged approval in progress.

Attributes: The development on Oxford Street, Bondi Junction constitutes a mixed use development incorporating a residential tower. The subject site incorporates a locally listed item and is located adjacent to the Mill Hill Heritage Conservation Area (under the Waverley LEP 2012) which is characterised by low density residential development. The site on Oxford Street has similar qualities to the subject site of this application as it relates to a higher density context (Oxford Street) than the conservation area to the south. The development has appropriately retained setbacks from the conservation area and incorporates well-articulated forms such that there are no detrimental impacts on the outlook from the conservation area despite the change in scale. The project sympathetically incorporates heritage listed facades as a podium.

Figure 15 – Precedent images – 59 Oxford Street, Bondi Junction. Project site outlined in blue.



Source: Waverley LEP 2012



Source: Domain

The Iconic - 830 Elizabeth Street

Address: 830 Elizabeth Street, Waterloo.

Approval: Approved and under construction.

Attributes: Proposed works include the redevelopment of the subject site for use as mixed use development. The site incorporates a heritage item and it located adjacent to the Zetland Estate Heritage Conservation Area. Similar to the future intentions for the subject site, and to the example above, this development has used the heritage item as a base and incorporated a higher density residential development above. The heritage podium ensures that a connection is maintained between the site and the adjacent conservation area.

Figure 16 – Precedent images – 830 Elizabeth Street, Waterloo. Project site outlined in blue.



Source: Sydney LEP 2012



Source: Domain

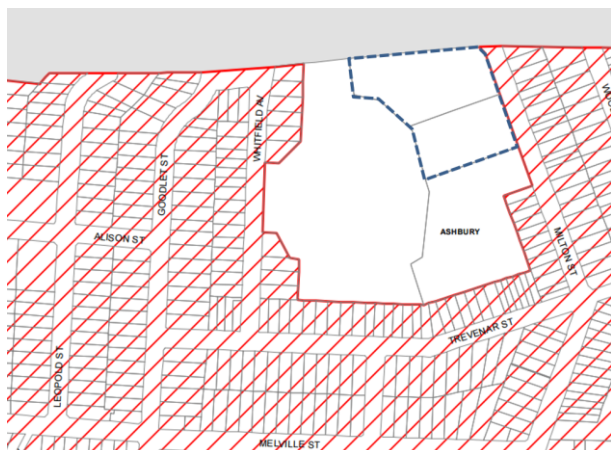
149-163 Milton Street

Address: 149-163 Milton Street, Ashbury.

Approval: Gateway determination supporting the planning proposal.

Attributes: Proposed works include the redevelopment of the subject site for use as multi-unit housing. The site is located at the edge of the Ashbury Heritage Conservation Area. The redevelopment of the subject site was specifically designed with regard to the heritage significance of the adjoining HCA. The proposed new buildings fronting Milton Street will have a maximum height of 12 metres (four storeys), which is similar to that of the existing industrial buildings currently present on site. This retains a podium in the same way that would be facilitated by this planning proposal.

Figure 17 – Precedent images – 149-163 Milton Street, Ashbury. Project site outlined in blue.



Source: Canterbury LEP 2012



Source: CMT Architects

5.3.4. Assessment of Heritage Impact – Concept Plans

As evident in the precedents above, in order to mitigate visual impacts of larger scale development in proximity to residential areas, developments should be subject to rigorous design development which produces articulated forms with high quality detailing. Sympathetic detailing has the potential to visually reduce the apparent bulk and scale of a higher density item. The Development Application facilitated by this planning proposal would be based on sympathetic design principles such as a modulated tower form and a richness in materiality, in order to achieve a positive outcome similar to the above.

The below constitutes a preliminary assessment of the concept master plan which is submitted as an example of the type of development that could be facilitated by the proposal:

- The significant fabric is proposed to be retained as a podium element;
- The south west corner of the new element would be appropriately curved to relate to the curve of the heritage item;
- The top floor of the proposed development would be set back from the primary facades. This would ensure that the apparent bulk of the development is visually minimised as much as possible. It would also soften the silhouette of the building against the sky;
- A shadow line would be maintained between the residential tower and the podium such that there is an elegant separation between the old and new fabric;
- There would be minimal adaptation of ground floor openings to the significant fabric in order to facilitate retail uses; and
- No development would be located forward of the heritage item.

5.4. HERITAGE OFFICE GUIDELINES

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

Table 4 – Heritage Office Guidelines

QUESTION	DISCUSSION
The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons:	With reference to the relevant controls of the Waverley LEP 2012, it has been determined in the section above that the proposed works will not have any significant adverse impact on the adjoining HCA or the subject heritage item.

QUESTION	DISCUSSION
<p>The following aspects of the proposal could detrimentally impact on heritage significance.</p> <p>The reasons are explained as well as the measures to be taken to minimise impacts:</p>	<p>There are no aspects of the proposal that would have a detrimental heritage impact on the identified items of significance.</p> <p>Further design development of the development application for the construction of the new building should be undertaken with input from the heritage consultant to ensure the significant values associated with the site are respected.</p>
<p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>N/A</p>

6. CONCLUSION AND RECOMMENDATIONS

With reference to the relevant controls of the Waverley LEP 2012, it has been determined that the planning proposal will not facilitate development which would have an adverse impact on the adjoining HCA or the subject heritage item.

The historic significance of the site is vested specifically in its previous function as a telephone exchange. This historic use has already terminated at the site. The site is void of any fabric which indicates the previous use, and there is never likely to be a need for it to be reinstated. As such the site has been left underutilised. The best opportunity for the conservation of the heritage item is its incorporation into a new development and meaningful adaptive reuse. The new land use zoning facilitates the concept proposal which indicates the retention of the building to the streetscape and its reuse as retail tenancies. Therefore, the land zoning would encourage appreciation of the fabric through its reinvigoration which would activate the surrounding area.

The proposed alterations to the existing site controls would facilitate development which is larger than that within the conservation area adjacent. It should be appreciated that the subject site was consciously not included within the boundaries of the conservation area, likely because it was already of a notably different typology and style, and because it relates to a different context, being the Bronte Road streetscape which flanks a main arterial road and comprises a number of multi storey developments. There is therefore recognised scope for a different type of development on the subject site and any future development would be read in the context of Bronte Road rather than the conservation area.

Further, to the above the proposed maximum heights are appropriate in ensuring that the scale of development is consistent with the existing building stock along Bronte Road. Specifically, development would be minimally higher than the Telstra building adjacent to the north, creating a stepping up towards the corner. It would also retain some relationship with the existing scale of the development on the west side of Bronte Road.

The conservation area is dominated by lower density forms which are complimentary to each other in their range of early residential architecture styles. Future development facilitated by the planning proposal would have no impact on the consistent streetscape character as the subject site is located outside the western boundary of the area and would not truncate any existing cohesive rows of development.

This report includes examples of a number of successful developments which have sympathetically incorporated heritage items as podium while increasing density above to achieve contemporary mixed use developments. It is considered that subject to rigorous and sympathetic design development, future proposed development facilitated by the planning proposal could have a similar, successfully integrated outcome.

In accordance with the observation set down in this report the Planning Proposal is supported from a heritage perspective.

7. BIBLIOGRAPHY AND REFERENCES

7.1. BIBLIOGRAPHY

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[Note: Some government departments have changed their names over time and the above publications state the name at the time of publication.]

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