

# HERITAGE IMPACT STATEMENT

**55-89 CHANDOS ST &  
58-64 ATCHISON ST,  
ST LEONARDS NSW 2065**

3 SEPTEMBER 2018  
SH1487  
PREPARED FOR TWT PROPERTY GROUP

**URBIS**

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# EXECUTIVE SUMMARY

Urbis has been engaged by TWT Property Group to prepare the following Heritage Impact Statement (HIS) to accompany a Planning Proposal to amend the planning controls for the subject site at 55-89 Chandos Street and 58-64 Atchison Street, St Leonards.

The subject site is a consolidated site comprising multiple properties along Chandos Street and Atchison Street in St Leonards. The subject site comprises a range of industrial and commercial premises constructed in the twentieth century.

The subject site is not a heritage item, nor is it located within a heritage conservation area. It is generally located in the vicinity of two heritage conservation areas. The HIS has been undertaken to assess the potential heritage impact of the Planning Proposal on the proximate heritage conservation areas.

This HIS has assessed the heritage significance of the consolidated subject site and the buildings thereon at Section 5.2. It is concluded that the subject property, comprising of 55-89 Chandos Street and 58-64 Atchison Street in St Leonards, does not reach the requisite threshold for heritage listing under the seven criteria set out by the Heritage Council of NSW. The subject property contains typical examples of mid-to-late twentieth century industrial and commercial buildings, which do not have significant historical associations or architectural detailing. The existing buildings across the subject site are not required to be retained on heritage grounds.

The Planning Proposal seeks to alter the underlying development controls applicable to the subject site, to facilitate future redevelopment. The Planning Proposal seeks to alter the development controls only, and does not seek consent for any physical works including demolition or construction of new buildings. Physical building works will be subject to future development applications (DAs).

The following development controls are proposed to be altered.

- Increase maximum building height from part 20m and part 30m to site-specific building heights to allow maximum building height for up to:
  - Tower A (67-89 Chandos Street) from 20m to 101m
  - Tower B (58-64 Atchison Street) from 20m to 85m
  - Tower C (55-65 Chandos Street) from 33m to 67m.
- Introduce a new maximum floor space ratio control to allow up to:
  - Tower A (67-89 Chandos Street) 8.6:1
  - Tower B (58-64 Atchison Street) 9.1:1
  - Tower C (55-65 Chandos Street) 7.9:1.
- Increase the minimum non-residential floor space ratio from part 0.6:1 and 1:1 to:
  - Tower A to 1.6:1
  - No increase in non-residential FSR is proposed for Tower B
  - Tower C to 2.5:1.
- Introduce a new site-specific clause under Division 2 General Provisions to deliver up to 4,000sqm of community facilities across the site.

Notwithstanding that the Planning Proposal does not provide for any physical building works (such as demolition and construction of new buildings), the amended underlying development controls of this Planning Proposal will facilitate this form of future development. Accordingly, our assessment has had regard to the potential heritage impact of the intended future built form that would be facilitated by this Planning Proposal.

Overall, while the Planning Proposal provides for a significant uplift in height and FSR provisions for the subject site, this increase is considered appropriate for the site and responds to the evolving high-density urban nature of the St Leonards commercial core, and uplifts in heights throughout the area as a result of the Crows Nest Metro development. Increased density is being concentrated in the St Leonards commercial

core, where there are no heritage items or conservation areas, and the building stock is generally of a use, age and quality lending itself for redevelopment.

The closest heritage item to the subject site physically, and the only heritage item to have a visual connection with the subject site, is Item 0138 under the North Sydney LEP 2013, being an Electricity Powerhouse No 187 at 23 Albany Street. The proposed altered development controls under this Planning Proposal will have no physical or visual impact on the heritage significance of heritage item 0138. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on setbacks, form or the siting of the heritage item.

There would be no physical works to the vicinity heritage conservation areas as a result of this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal. The buildings, street layouts and immediate settings of the heritage conservation areas would be conserved. The existing and significant small-lot subdivision patterns of the conservation areas will not be affected by this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal.

Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be significantly physically separated from the vicinity heritage conservation areas. In particular, Chandos Street and a row of medium-density commercial and retail development provides a transition barrier between the subject site (and wider St Leonards commercial centre) and the lower-scale *C8 Naremburn Heritage Conservation Area* to the north. The *CA07 Holtermann Estate A Heritage Conservation Area* is substantially distanced to the east and generally screened from view by existing medium density development along Oxley Street and existing mature vegetation.

Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be peripherally visible from within both of the vicinity heritage conservation areas. However, when viewed from within these heritage conservation areas, the future development on the subject site will read as part of the context in which it is located, being a rapidly evolving major commercial centre with numerous high-rise office and residential developments contained within this urban core. Future development on the subject site to the heights and FSRs set out in this Planning Proposal will not alter or detrimentally impact outward views from the conservation areas, it will instead contribute to an already altered and highly urbanised distant skyline.

The Planning Proposal is supported from a heritage perspective.

# 1. INTRODUCTION

## 1.1. BACKGROUND

Urbis has been engaged by TWT Property Group to prepare the following Heritage Impact Statement (HIS) to accompany a Planning Proposal to amend the planning controls for the subject site at 55-89 Chandos Street and 58-64 Atchison Street, St Leonards.

The subject site is a consolidated site comprising multiple properties along Chandos Street and Atchison Street in St Leonards. The subject site comprises a range of industrial and commercial premises constructed in the twentieth century.

The subject site is not a heritage item, nor is it located within a heritage conservation area. It is generally located in the vicinity of two heritage conservation areas.

The HIS has been undertaken to assess the potential heritage impact of the Planning Proposal on the proximate heritage conservation areas.

## 1.2. SITE LOCATION

The site is located at 55-89 Chandos Street and 58-64 Atchison Street, St Leonards (Figure 1). The subject site is a consolidated site comprising multiple properties along Chandos Street and Atchison Street in St Leonards. The subject site comprises a range of industrial and commercial premises constructed in the twentieth century.



Figure 1 – Locality diagram

Source: Urbis 2018



## 1.3. METHODOLOGY

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

Site constraints and opportunities have been considered with reference to relevant controls and provisions contained within the North Sydney Local Environmental Plan 2013 and the North Sydney Development Control Plan 2013.

## 1.4. AUTHOR IDENTIFICATION

The following report has been prepared by Ashleigh Persian (Senior Heritage Consultant). Jonathan Bryant (Director - Heritage) has reviewed and endorsed its content.

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

## 1.5. HERITAGE CONTEXT

The consolidated subject site is not a heritage item, and does not contain any individual heritage items. The subject site is not located in a heritage conservation area.

There are two heritage conservation areas located within the general vicinity of the subject site, being;

- The *C8 Naremburn Heritage Conservation Area* in the Willoughby LGA, to the north of the subject site, separated by Chandos Street and a city block of medium density commercial and residential development; and,
- The *CA07 Holtermann Estate A Heritage Conservation Area* in the North Sydney LGA, to the east of the subject site and substantially separated physically and visually by low to medium scale development.

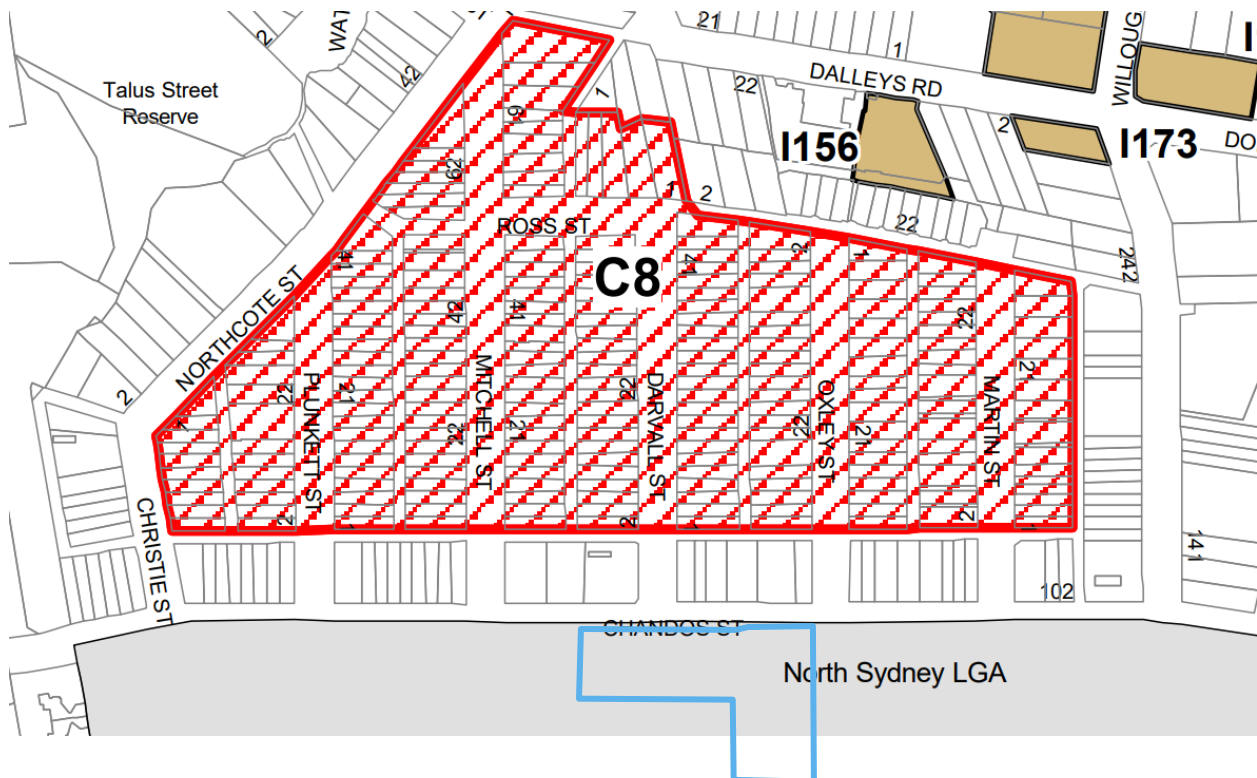


Figure 2 – Extract of heritage map showing the C8 Naremburn Heritage Conservation Area (approximate location of subject site outlined in blue)

Source: Willoughby Local Environmental Plan 2012, Heritage Map HER\_005





Figure 3 – Extract of heritage map showing the CA07 Holtermann Estate A Heritage Conservation Area (subject site outlined in blue)

Source: North Sydney Local Environmental Plan 2013, Heritage Map HER\_001

## 2. SITE DESCRIPTION

The subject site is located at 55-89 Chandos Street and 58-64 Atchison Street, St Leonards within the North Sydney LGA. The subject site is currently zoned B4 Mixed Use and height limits ranging from 20m to 33m. The site area measures approximately 5,651 sq.m.

There is one B-grade commercial building and 12 C-grade buildings.<sup>1</sup> The largest commercial unit is 55-61 Chandos Street, which was built in 1972 and refurbished in 1994. It has 7 storeys and 3,728 sqm of net lettable office space.

The floorplates on the subject site are small, due to the shape and fragmentation of individual sites. Six existing buildings have site areas of 360 sq.m, and another six have 430 sq.m site areas. Tenant mix on the subject site is subsequently a number of smaller businesses in professional, technical and scientific services, arts and recreation, and health care/social assistance.

Many of the buildings on the subject site were built in the late 1960s / early 1970s. As C-grade properties, they are approaching the end of their economic life. In their existing pre-development phase, a number of buildings have remained open as a provision of space to artists, cultural organisations and creative enterprise.



Figure 4 – Aerial view of the subject site (subject site outlined in red)

Source: SIX Maps 2018

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<sup>1</sup> CityScope, 2018





Picture 1 – 55-61 Chandos Street



Picture 2 – 63-65 Chandos Street



Picture 3 – 67-69 Chands Street (right) & 71-73 Chandos Street (left)



Picture 4 – 75 Chandos Street



Picture 5 – 79-81 Chandos Street



Picture 6 – 83-85 Chandos Street





Picture 7 – 87-89 Chandos Street



Picture 8 – 58 Atchison Street



Picture 9 – 60 Atchison Street (left) & 62 Atchison Street (right)



Picture 10 – 64 Atchison Street

## 3. THE PROPOSAL

### 3.1. DESCRIPTION OF THE PROPOSAL

The Planning Proposal seeks to alter the underlying development controls applicable to the subject site, to facilitate future redevelopment. The Planning Proposal seeks to alter the development controls only, and does not seek consent for any physical works including demolition or construction of new buildings. Physical building works will be subject to future development applications (DAs).

The following development controls are proposed to be altered.

- Increase maximum building height from part 20m and part 30m to site-specific building heights to allow maximum building height for up to:
  - Tower A (67-89 Chandos Street) from 20m to 101m
  - Tower B (58-64 Atchison Street) from 20m to 85m
  - Tower C (55-65 Chandos Street) from 33m to 67m.
- Introduce a new maximum floor space ratio control to allow up to:
  - Tower A (67-89 Chandos Street) 8.6:1
  - Tower B (58-64 Atchison Street) 9.1:1
  - Tower C (55-65 Chandos Street) 7.9:1.
- Increase the minimum non-residential floor space ratio from part 0.6:1 and 1:1 to:
  - Tower A to 1.6:1
  - No increase in non-residential FSR is proposed for Tower B
  - Tower C to 2.5:1.
- Introduce a new site-specific clause under Division 2 General Provisions to deliver up to 4,000sqm of community facilities across the site.

The proposed mixed-use concept plan reflects a high-density mixed-use development spread over three towers and providing:

- 39,741 sq.m of residential apartments (438 apartments)
- 4,000 sq.m of creative space
- 3,258 sq.m of commercial space
- 1,650 sq.m of retail space.

The following concept envelope diagrams have been provided by Architectus to demonstrate the intended future development form for the subject site, which would be achievable with the amended development controls in this Planning Proposal. The diagrams also show the context within which the Planning Proposal sites, showing other Planning Proposals / DAs under consideration in pink, approved applications in blue, and other buildings under construction in grey. The subject site is located at the north-eastern point of the St Leonards commercial core, and presents an opportunity to design and develop an iconic building defining the edge of the urban core.

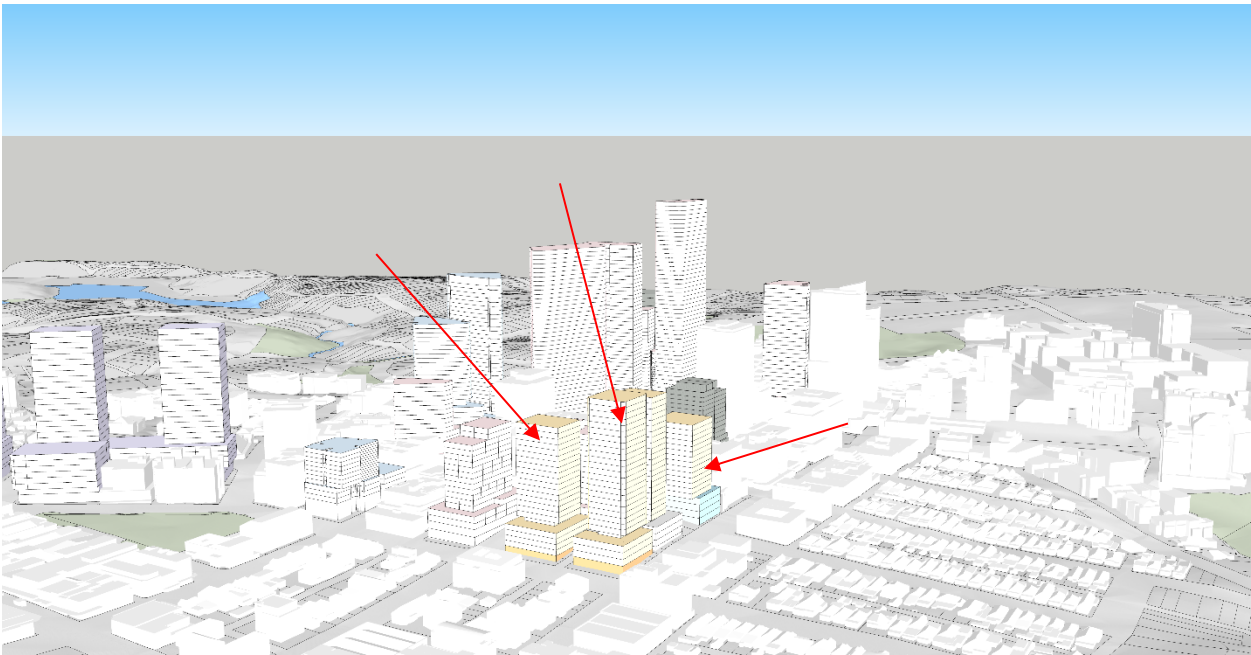


Figure 5 – Extract of concept scheme showing the potential built-form outcome of the Planning Proposal application  
 Source: Architectus 2018



Figure 6 – Extract of concept scheme showing the potential built-form outcome of the Planning Proposal application, when viewed (facing south) from within the C8 Naremburn Heritage Conservation Area. This view does not provide the at-ground-level view that pedestrians and users of the conservation area will experience, and does not include existing mature vegetation which provides a high level of screening.

Source: Architectus 2018

## 3.2. PUBLIC BENEFIT OF PLANNING PROPOSAL

In addition to the greater employment and economic activity that will be supported by the proposed development, TWT St Leonards will provide significant benefits to the local community through extensive improvements to the public realm of St Leonards.



TWT has already demonstrated its commitment to developing an inclusive community and arts-focused precinct by making the unoccupied commercial buildings on the subject site available to artists and arts organisations. This TWT Creative Precinct has provided 1,490 sq.m of commercial space to artists, cultural organisations and creative enterprise. This has led to the opening of:

- Six visual arts studios
- A performing arts rehearsal facility
- Two visual art galleries
- A music rehearsal and recording studio
- A photography gallery, showroom and workshop
- A bespoke, custom-made bicycle store and bicycle repair shop.

TWT has further supported this Precinct through investment in:

- Initial construction and fit-out of the spaces
- Management fees
- Staging and marketing open-house “Block Party” events to promote the precinct.
- Commissioning five murals by celebrated Australian street artists on Atchison Lane to encourage greater pedestrian and cyclist usage of the lane.

TWT’s investment in St Leonards has already increased visitation, with a combined audience of 4,000 people attending the five “Block Party” events, as well as provided no-cost access to studio work-space for over 70 artists.

The proposed TWT St Leonards is an extension of this investment which seeks to further improve local amenity, provide a creative space for local artists, and enhance the vibrancy of St Leonards. The draft plans propose the addition of 2,500 sq.m of land to the public domain and maintain the provision of 4,000 sq.m of creative space for arts development and enterprise to replace existing facilities.

## 4. HISTORICAL OVERVIEW

### 4.1. SITE HISTORY

St Leonards was named after the place in England of the same name by the explorer Sir Thomas Mitchell when he explored the area in 1828. For many years the whole North Sydney Area was known by that name but it is now reserved for the area around the railway station and St Leonards Park in North Sydney, several kilometres from St Leonards station.<sup>2</sup> In the late nineteenth century, the area of St Leonards containing the subject site was vacant, and formed part of Alexander Berry's 84 acre estate.

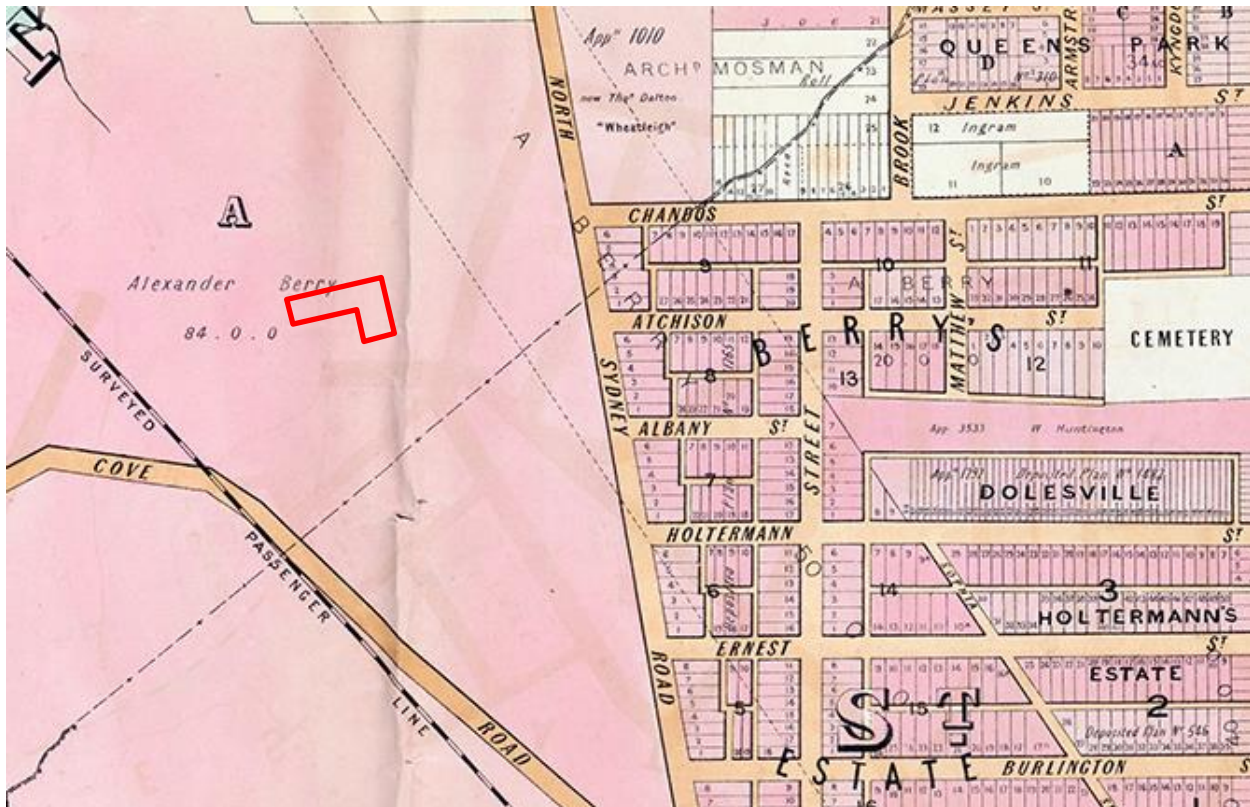


Figure 7 – Map of Berry Estate in c.1887 (approximate location of the subject site outlined in red).

Source: North Sydney Council, *At Home in North Sydney, Wollstonecraft / Berry Estate*, accessed at <http://www.athomeinnorthsydney.com.au/berry-estate.html>

The area of St Leonards within which the subject site is located was included in Berry's Estate, subdivided by Atchison and Scheicher around the turn of the century, as seen in Figure 8 and Figure 9. By 1901, only a small number of houses were constructed on the subject site, along Atchison Road (refer Figure 8 specifically).

<sup>2</sup> Brian & Barbara Kennedy 1982, *Sydney and Suburbs: A History and Description*, Sydney.



Figure 8 – Crows Nest Subdivisions, Berry's Estate, North Sydney, 1901. (approximate location of the subject site outlined in red).

Source: North Sydney Council, *Face of North Sydney*, Call Number LH REF SP /130



CROWS NEST N<sup>o</sup> 4 SUBDIVISION

# BERRY'S ESTATE

## NORTH SYDNEY

Sale on the Ground SATURDAY 14<sup>th</sup> NOV<sup>r</sup> 1903 at 3.0'C.

### HARDIE & GORMAN

Auctioneers' 133 Pitt St

**TERMS**  
 10% Deposit, 10% in 12 Months &  
 then 10% half yearly. Interest at  
 5%. Option to pay off.

"TORRENS TITLE"

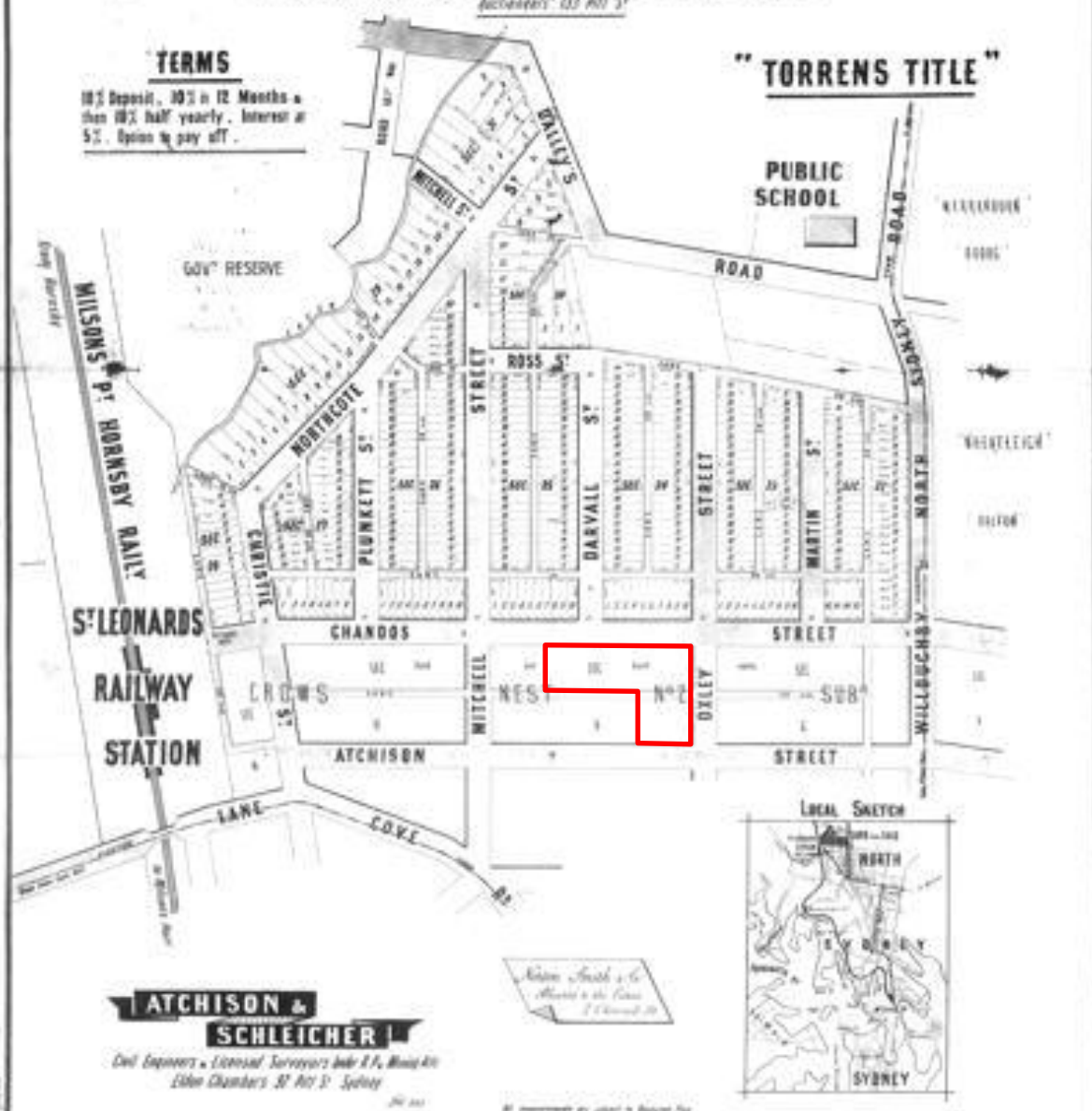


Figure 9 – Berry's Estate, North Sydney, 1903. (approximate location of the subject site outlined in red).

Source: North Sydney Council, Face of North Sydney, Call Number LH REF SP /337

Following the subdivision of the area, the subject site was developed with low-density residential housing in the early part of the twentieth century. This phase of development is visible in the following aerial photograph from the 1940s (Figure 10).



Figure 10 – Historical 1943 aerial view of the subject site (subject site outlined in red)

Source: SIX Maps 2018

Around the mid-twentieth century, the subject site began to be redeveloped with low to medium scale commercial and industrial premises. This development type extended over the broader St Leonards CBD area and comprised a mix of warehouse and office development. This phase of development is visible in the following aerial photograph from the 1960s (refer Figure 11).



Figure 11 – Historical 1962-68 aerial view of the broader area (approximate location of the subject site outlined in red). View facing west.

Source: North Sydney Council, *Face of North Sydney*, Call Number LH REF PF 3487

This mid-twentieth century development is extant on the site, with some more recent redevelopments evident (for example, the seven-storey office building at 55-61 Chandos Street).

## 5. HERITAGE SIGNIFICANCE

### 5.1. WHAT IS HERITAGE SIGNIFICANCE?

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

### 5.2. 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' guides.

Table 1 – Assessment of heritage significance

Criteria	Significance Assessment
<b>A – Historical Significance</b>  <i>An item is important in the course or pattern of the local area's cultural or natural history.</i>	<p>The consolidated subject site comprises part of the St Leonards central business district, south of Chandos Street. This area was subdivided at the turn of the twentieth century and developed for low density residential housing, which was then demolished and redeveloped for industrial and commercial premises. The site has no known historical associations and is not associated with any historically significant events.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p>
<u>Guidelines for Inclusion</u> <ul style="list-style-type: none"> <li>shows evidence of a significant human activity <input type="checkbox"/></li> <li>is associated with a significant activity or historical phase <input type="checkbox"/></li> <li>maintains or shows the continuity of a historical process or activity <input type="checkbox"/></li> </ul>	<u>Guidelines for Exclusion</u> <ul style="list-style-type: none"> <li>has incidental or unsubstantiated connections with historically important activities or processes <input type="checkbox"/></li> <li>provides evidence of activities or processes that are of dubious historical importance <input checked="" type="checkbox"/></li> <li>has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/></li> </ul>
<b>B – Associative Significance</b>  <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>The subject site has no known significant associations with people, architects or community groups.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p>



Criteria	Significance Assessment
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>shows evidence of a significant human occupation <input type="checkbox"/></li> <li>is associated with a significant event, person, or group of persons <input type="checkbox"/></li> </ul>	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>has incidental or unsubstantiated connections with historically important people or events <input type="checkbox"/></li> <li>provides evidence of people or events that are of dubious historical importance <input checked="" type="checkbox"/></li> <li>has been so altered that it can no longer provide evidence of a particular association <input type="checkbox"/></li> </ul>
<p><b>C – Aesthetic Significance</b></p> <p><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>	<p>The subject site contains typical examples of low rise, mid to late twentieth century industrial / commercial buildings. The buildings are functional and unadorned, with little aesthetic value or technical achievement.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>shows or is associated with, creative or technical innovation or achievement <input type="checkbox"/></li> <li>is the inspiration for a creative or technical innovation or achievement <input type="checkbox"/></li> <li>is aesthetically distinctive <input type="checkbox"/></li> <li>has landmark qualities <input type="checkbox"/></li> <li>exemplifies a particular taste, style or technology <input type="checkbox"/></li> </ul>	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>is not a major work by an important designer or artist <input checked="" type="checkbox"/></li> <li>has lost its design or technical integrity <input type="checkbox"/></li> <li>its positive visual or sensory appeal or landmark and scenic qualities have been more than temporarily degraded <input type="checkbox"/></li> <li>has only a loose association with a creative or technical achievement <input type="checkbox"/></li> </ul>
<p><b>D – Social Significance</b></p> <p><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> <p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>is important for its associations with an identifiable group <input type="checkbox"/></li> <li>is important to a community's sense of place <input type="checkbox"/></li> </ul>	<p>The subject site has no known significant social associations.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p> <p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>is only important to the community for amenity reasons <input checked="" type="checkbox"/></li> <li>is retained only in preference to a proposed alternative <input checked="" type="checkbox"/></li> </ul>

Criteria	Significance Assessment
<p><b>E – Research Potential</b></p> <p><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>	<p>Historical research confirms that previous built structures (dwellings) were located across the subject site dating from the early twentieth century. The site would be highly disturbed from the construction of the current mid-to-late twentieth century buildings present on the site now, and any remaining evidence of the early twentieth century structures is unlikely to yield significant new information that isn't readily available in more intact areas of St Leonards. Notwithstanding the above, it is beyond the scope of this report to assess the archaeological potential of the site.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>• has the potential to yield new or further substantial scientific and/or archaeological information <input type="checkbox"/></li> <li>• is an important benchmark or reference site or type <input type="checkbox"/></li> <li>• provides evidence of past human cultures that is unavailable elsewhere <input type="checkbox"/></li> </ul>	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>• the knowledge gained would be irrelevant to research on science, human history or culture <input checked="" type="checkbox"/></li> <li>• has little archaeological or research potential <input checked="" type="checkbox"/></li> <li>• only contains information that is readily available from other resources or archaeological sites <input checked="" type="checkbox"/></li> </ul>
<p><b>F – Rarity</b></p> <p><i>An item possesses uncommon, rare or endangered aspects of the local area's cultural or natural history.</i></p> <p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>• provides evidence of a defunct custom, way of life or process <input type="checkbox"/></li> <li>• demonstrates a process, custom or other human activity that is in danger of being lost <input type="checkbox"/></li> <li>• shows unusually accurate evidence of a significant human activity <input type="checkbox"/></li> <li>• is the only example of its type <input type="checkbox"/></li> <li>• demonstrates designs or techniques of exceptional interest <input type="checkbox"/></li> <li>• shows rare evidence of a significant human activity important to a community <input type="checkbox"/></li> </ul>	<p>The group of extant buildings on the subject site are typical examples of their typologies, and are not considered to be rare in the immediate St Leonards context or the broader Sydney region. The buildings themselves do not possess rare elements or details.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p> <p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>• is not rare <input checked="" type="checkbox"/></li> <li>• is numerous but under threat <input type="checkbox"/></li> </ul>

Criteria	Significance Assessment
<p><b>G – Representative</b></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"> <li>• <i>cultural or natural places; or</i></li> <li>• <i>cultural or natural environments.</i></li> </ul>	<p>The group of extant buildings on the subject site are typical examples of their typologies. However they are not distinctive examples or highly intact examples of their typologies, and are not considered to represent a class of building with significance to the local area.</p> <p>The consolidated subject site does not meet the requisite threshold for heritage listing on this criterion.</p>
<p><u>Guidelines for Inclusion</u></p> <ul style="list-style-type: none"> <li>• is a fine example of its type <input type="checkbox"/></li> <li>• has the principal characteristics of an important class or group of items <input type="checkbox"/></li> <li>• has attributes typical of a particular way of life, philosophy, custom, significant process, design, technique or activity <input type="checkbox"/></li> <li>• is a significant variation to a class of items <input type="checkbox"/></li> <li>• is part of a group which collectively illustrates a representative type <input type="checkbox"/></li> <li>• is outstanding because of its setting, condition or size <input type="checkbox"/></li> <li>• is outstanding because of its integrity or the esteem in which it is held <input type="checkbox"/></li> </ul>	<p><u>Guidelines for Exclusion</u></p> <ul style="list-style-type: none"> <li>• is a poor example of its type <input checked="" type="checkbox"/></li> <li>• does not include or has lost the range of characteristics of a type <input type="checkbox"/></li> <li>• does not represent well the characteristics that make up a significant variation of a type <input type="checkbox"/></li> </ul>

## 5.3. STATEMENT OF SIGNIFICANCE

The subject property, comprising of 55-89 Chandos Street and 58-64 Atchison Street in St Leonards, does not reach the requisite threshold for heritage listing under the seven criteria set out by the Heritage Council of NSW. The subject property contains typical examples of mid-to-late twentieth century industrial and commercial buildings, which do not have significant historical associations or architectural detailing.

## 6. IMPACT ASSESSMENT

### 6.1. STATUTORY CONTROLS

#### 6.1.1. North Sydney Local Environmental Plan 2013

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

Table 2 – Local Environmental Plan


Clause	Discussion
<b>5.10 HERITAGE CONSERVATION</b>	
<p><b>(2) Requirement for consent</b></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>(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>The Planning Proposal does not propose any physical building works to the subject site, only a change to underlying planning controls which will dictate future development. There are no heritage items on the subject site and the subject site is not located within a heritage conservation area. There are two heritage conservation areas and a small number of heritage items, within the broader vicinity of the subject site, and accordingly this HIS has been undertaken to assess the potential impact of the Planning Proposal on these vicinity heritage items and conservation areas.</p> <p>Notwithstanding that the Planning Proposal does not provide for any physical building works (such as demolition and construction of new buildings), the amended underlying development controls of this Planning Proposal will facilitate this form of future development. Accordingly, our assessment has had regard to the potential heritage impact of the intended future built form that would be facilitated by this Planning Proposal.</p>
<p><b>(4) Effect of proposed development on heritage significance</b></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</p>	<p>A detailed heritage impact statement is included in the following sections of the report.</p>

Clause	Discussion
conservation management plan is submitted under subclause (6).	
<p><b>(5) Heritage assessment</b></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 carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.</p>	This HIS satisfies this requirement.
<p><b>(6) Heritage conservation management plans</b></p> <p>The consent authority may require, after considering the heritage significance of a heritage item and the extent of change proposed to it, the submission of a heritage conservation management plan before granting consent under this clause.</p>	A conservation management plan is not required for this site or project as there are no elements of heritage significance on the subject site required to be conserved or managed.
<p><b>(7) Archaeological sites</b></p> <p>The consent authority must, before granting consent under this clause to the carrying out of development on an archaeological site (other than land listed on the State Heritage Register or to which an interim heritage order under the Heritage Act 1977 applies):</p> <p>(a) notify the Heritage Council of its intention to grant consent, and</p> <p>(b) take into consideration any response received from the Heritage Council within 28 days after the notice is sent.</p>	It is beyond the scope of this report to assess the archaeological potential of the subject site.

## 6.1.2. Development Control Plan

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

Table 3 – Development Control Plan

Clause	Discussion
<b>PART B – 13 HERITAGE AND CONSERVATION</b>	
<p><b>13.4 Development in the Vicinity of Heritage Items</b></p> <p><i>Provisions</i></p> <p>P1 Respect and respond to the curtilage, setbacks, form, scale and style of the heritage item in the design and siting of new work.</p>	<p>There are limited heritage items within the broader vicinity of the subject site. The closest heritage item to the subject site physically, and the only heritage item to have a visual connection with the subject site, is Item 0138 under the North Sydney LEP 2013, being an Electricity Powerhouse No 187 at 23 Albany Street.</p>  <p>The proposed altered development controls under this Planning Proposal will have no physical or visual impact on the heritage significance of heritage item 0138. The Planning Proposal will facilitate future physical redevelopment of the subject site under subsequent DAs, and therefore we have had consideration for the potential impact of these future built works, comprising demolition of the existing building and construction of high-rise commercial office and residential buildings.</p> <p>Heritage item 0138 is a robust masonry building located within an already evolving urban environment. The heritage item is located near new high-rise commercial office and residential developments along Albany Street, and will be in close proximity to the future Crows Nest Metro Station development. Future development of the subject site for further high-rise development, in a location visually and physically separated from the heritage item, will have no detrimental impact on the significance of the heritage item or its immediate context and curtilage. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on setbacks, form or the siting of the heritage item.</p>



Clause	Discussion
P2 Maintain significant public domain views to and from the heritage item.	Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on views to or from the heritage item. Principal views to the heritage item are south facing, looking at its exposed northern and western façades. High-rise development at the subject site, located a substantial distance to the north of the heritage item, will not have any impact on significant views of the heritage item.
P3 Ensure compatibility with the orientation and alignment of the heritage item.	As the subject site is substantially removed from the location of the heritage item, and does not form part of the item's curtilage or setting, future development does not need to be compatible for the orientation and alignment of the heritage item. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will not impact on the alignment or orientation of the heritage item.
P4 Provide an adequate area around the heritage item to allow for its interpretation.	As discussed above, the subject site is substantially removed from the heritage item, and any future development on the subject site will have no impact on the ability to read, interpret and understand the heritage item.
P5 Retain original or significant landscape features that are associated with the heritage item or that contribute to its setting.	Not applicable. There are no known significant landscape features associated with the vicinity heritage item, and there are no significant landscape features within the subject site which are required to be retained.
P6 Protect and allow interpretation of archaeological features (as appropriate and relevant).	It is beyond the scope of this report to assess the archaeological potential of the subject site or vicinity heritage items.

## 6.2. ASSESSMENT OF IMPACT ON HERITAGE CONSERVATION AREAS

There are two heritage conservation areas located within the general vicinity of the subject site, being;

- The *C8 Naremburn Heritage Conservation Area* in the Willoughby LGA, to the north of the subject site, separated by Chandos Street and a city block of medium density commercial and residential development; and,
- The *CA07 Holtermann Estate A Heritage Conservation Area* in the North Sydney LGA, to the east of the subject site and substantially separated physically and visually by low to medium scale development.

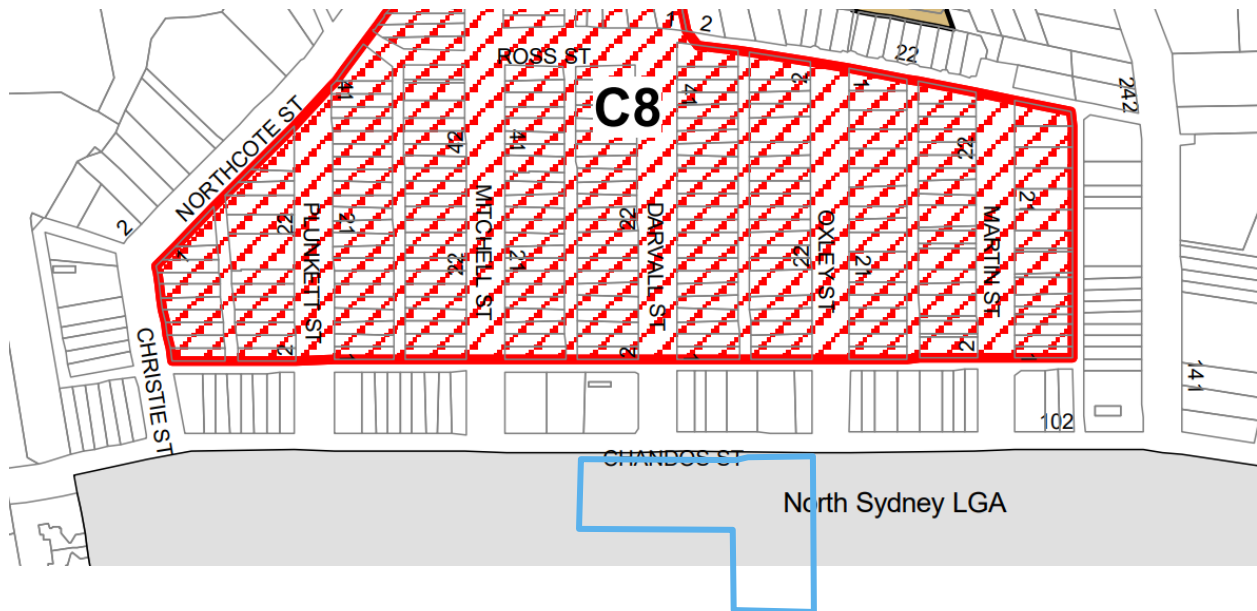


Figure 12 – Extract of heritage map showing the C8 Naremburn Heritage Conservation Area (approximate location of subject site outlined in blue)

Source: Willoughby Local Environmental Plan 2012, Heritage Map HER\_005



Figure 13 – Extract of heritage map showing the CA07 Holtermann Estate A Heritage Conservation Area (subject site outlined in blue)

Source: North Sydney Local Environmental Plan 2013, Heritage Map HER\_001

The Planning Proposal outlined in this report does not seek approval for physical building works such as demolition or construction of new buildings. The development controls being applied for under this Planning Proposal will allow for the future development of three tower forms and podiums across the site, of variable heights (between 67 and 101 metres) and FSRs (7.9:1-9.1:1). The concept schemes included at Section 3 of this report have been provided to demonstrate the likely overall building forms which would be provided for under this Planning Proposal. Consent for the actual building works and design and detailing of new buildings is subject to future DAs.

As such, the following assessment has taken into account the potential impact of future development on the subject site, as provided for by the amended development controls in this Planning Proposal, on the vicinity heritage conservation areas. Overall, future development provided for by this Planning Proposal is not considered to detrimentally impact the significance of the vicinity heritage conservation areas for the following reasons:

- There would be no physical works to the vicinity heritage conservation areas as a result of this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal. The buildings, street layouts and immediate settings of the heritage conservation areas would be conserved.
- The small-lot subdivision pattern is an intrinsic value to both of the vicinity heritage conservation areas. The existing small-lot subdivision patterns of the conservation areas will not be affected by this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal.
- Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be significantly physically separated from the vicinity heritage conservation areas. In particular, Chandos Street and a row of medium-density commercial and retail development provides a transition barrier between the subject site (and wider St Leonards commercial centre) and the lower-scale C8 Naremburn Heritage Conservation Area to the north. The CA07 Holtermann Estate A Heritage Conservation Area is substantially distanced to the east and generally screened from view by existing medium density development along Oxley Street and existing mature vegetation.
- Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be peripherally visible from within both of the vicinity heritage conservation areas. However, when viewed from within these heritage conservation areas, the future development on the subject site will read as part of the context in which it is located, being a rapidly evolving major commercial centre with numerous high-rise office and residential developments contained within this urban core. Future development on the subject site to the heights and FSRs set out in this Planning Proposal will not alter or detrimentally impact outward views from the conservation areas, it will instead contribute to an already altered and highly urbanised distant skyline.



Picture 11 – Outward western view from within the CA07 Holtermann Estate A Heritage Conservation Area, looking towards the subject site

Source: Google Street View 2018



Picture 12 – Outward southern view from within the C8 Naremburn Heritage Conservation Area, looking towards the subject site

Source: Urbis

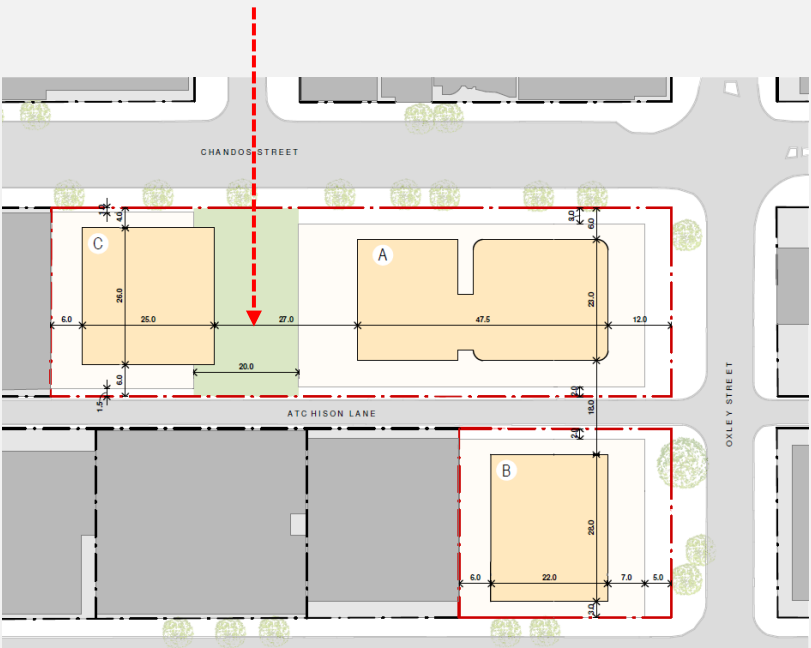
## 6.3. HERITAGE DIVISION GUIDELINES

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

Table 4 – Heritage Division 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:	<ul style="list-style-type: none"> <li>• The closest heritage item to the subject site physically, and the only heritage item to have a visual connection with the subject site, is Item 0138 under the North Sydney LEP 2013, being an Electricity Powerhouse No 187 at 23 Albany Street. The proposed altered development controls under this Planning Proposal will have no physical or visual impact on the heritage significance of heritage item 0138. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on setbacks, form or the siting of the heritage item.</li> <li>• There would be no physical works to the vicinity heritage conservation areas as a result of this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal. The buildings, street layouts and immediate settings of the heritage conservation areas would be conserved.</li> <li>• The existing and significant small-lot subdivision patterns of the conservation areas will not be affected by this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal.</li> <li>• Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be significantly physically separated from the vicinity heritage conservation areas. In particular, Chandos Street and a row of medium-density commercial and retail development provides a transition barrier between the subject site (and wider St Leonards commercial centre) and the lower-scale C8 <i>Naremburn Heritage Conservation Area</i> to the north. The CA07 <i>Holtermann Estate A Heritage Conservation Area</i> is substantially distanced to the east and generally screened from view by existing medium density development along Oxley Street and existing mature vegetation.</li> <li>• Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be peripherally visible from within both of the vicinity heritage conservation areas. However, when viewed from within these heritage conservation areas, the future development on the subject site will read as part of the context in which it is located, being a rapidly evolving major commercial centre with numerous high-rise office and residential developments contained within this urban core. Future development on the subject site to the heights and FSRs set out in this Planning Proposal will not alter or detrimentally impact outward views from the conservation areas, it will instead contribute to an already altered and highly urbanised distant skyline.</li> </ul>



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>While the Planning Proposal provides for a significant uplift in height and FSR provisions for the subject site, this increase is considered appropriate for the site and responds to the evolving high-density urban nature of the St Leonards commercial core, and uplifts in heights throughout the area as a result of the Crows Nest Metro development.</p> <p>Increased density is being concentrated in the St Leonards commercial core, where there are no heritage items or conservation areas, and the building stock is generally of a use, age and quality lending itself for redevelopment.</p> <p>The vicinity heritage conservation areas will be unaffected by increased future development on the subject site as provided for under this Planning Proposal. Outward views from within the heritage conservation areas already include distant views of high-rise development without detracting from the significance of the heritage conservation areas; there are significant internal view corridors within the heritage conservation areas which are extant and which enhance the areas' significance.</p>
<p>The following sympathetic solutions have been considered and discounted for the following reasons:</p>	<p>The overall concept form design and siting of density across the site has been carefully developed to respond to the surrounding environment, particularly the <i>C8 Naremburn Heritage Conservation Area</i> to the north. The Planning Proposal has been developed to be as sympathetic to the vicinity heritage values of the area as follows:</p> <ul style="list-style-type: none"> <li>• The siting of tower forms and provision of open space/public plaza across the site has been designed to provide an open space/public plaza on Chandos Street, directly opposite Darvall Street. This green space interprets and continues the street configuration of the <i>C8 Naremburn Heritage Conservation Area</i> to the north.</li> <li>• The tower forms have been substantially setback from the street front with podiums, to reduce the overall bulk and visual impact of the design.</li> </ul>  <p>The diagram is a site plan showing three building footprints labeled A, B, and C. Building A is a large, irregular shape at the top right. Building B is a rectangular shape at the bottom right. Building C is a rectangular shape at the top left. A green rectangular area is located between buildings A and C. The plan is bounded by Chandos Street to the north, Atchison Lane to the south, and Oxley Street to the east. Various dimensions are marked with lines and numbers, indicating setbacks and building sizes. A red dashed line with an arrow points from the top towards the green area between buildings A and C.</p>

Question	Discussion
<p><b>Demolition of a building or structure</b></p> <p>Have all options for retention and adaptive re-use been explored?</p> <p>Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?</p> <p>Is demolition essential at this time or can it be postponed in case future circumstances make its retention and conservation more feasible?</p> <p>Has the advice of a heritage consultant been sought? Have the consultant's recommendations been implemented? If not, why not?</p>	<p>The Planning Proposal seeks to alter the underlying development controls applicable to the subject site, to facilitate future redevelopment. The Planning Proposal seeks to alter the development controls only, and does not seek consent for any physical works including demolition or construction of new buildings. Physical building works will be subject to future development applications (DAs).</p> <p>Notwithstanding the above, the intention of the Planning Proposal is to facilitate the eventual demolition of the existing buildings, and to construct a new high-rise development. Accordingly, we have had regard to these potential future works in our assessment.</p> <p>This HIS has assessed the heritage significance of the consolidated subject site and the buildings thereon at Section 5.2. It is concluded that the subject property, comprising of 55-89 Chandos Street and 58-64 Atchison Street in St Leonards, does not reach the requisite threshold for heritage listing under the seven criteria set out by the Heritage Council of NSW. The subject property contains typical examples of mid-to-late twentieth century industrial and commercial buildings, which do not have significant historical associations or architectural detailing.</p> <p>The existing buildings across the subject site are not required to be retained on heritage grounds.</p>
<p><b>New development adjacent to a heritage item</b></p> <p>How does the new development affect views to, and from, the heritage item?</p> <p>What has been done to minimise negative effects?</p> <p>How is the impact of the new development on the heritage significance of the item or area to be minimised?</p> <p>Why is the new development required to be adjacent to a heritage item?</p> <p>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</p> <p>Is the development sited on any known, or potentially significant archaeological deposits?</p> <p>If so, have alternative sites been considered? Why were they rejected?</p>	<p>As discussed above in detail, the closest heritage item to the subject site physically, and the only heritage item to have a visual connection with the subject site, is Item 0138 under the North Sydney LEP 2013, being an Electricity Powerhouse No 187 at 23 Albany Street. The proposed altered development controls under this Planning Proposal will have no physical or visual impact on the heritage significance of heritage item 0138. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on setbacks, form or the siting of the heritage item.</p>

## 6.4. CONSIDERATION OF CONSISTENCY WITH S117 DIRECTIONS

The Planning Proposal seeks to increase height and FSR development controls specific to the subject site to facilitate future high-rise development, by amending the North Sydney Local Environmental Planning 2013. The current Section 117 (S117) Directions 2.3 *Heritage Conservation* (effective date 1 July 2009), issued under the former Section 117 of the Environmental Planning and Assessment Act (EP&A Act) 1979, requires the following:

*(4) A planning proposal must contain provisions that facilitate the conservation of:*

*(a) items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area,*

*(b) Aboriginal objects or Aboriginal places that are protected under the National Parks and Wildlife Act 1974, and*

*(c) Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.*

As there are no changes proposed to the North Sydney LEP 2013 heritage schedule (Schedule 5) or heritage mapping, or the compulsory heritage provisions in Clause 5.10 *Heritage Conservation*, as part of this Planning Proposal, it is considered that the Planning Proposal is consistent with the S117 Directions in relation to European heritage.

## 7. CONCLUSION AND RECOMMENDATIONS

This HIS has assessed the heritage significance of the consolidated subject site and the buildings thereon at Section 5.2. It is concluded that the subject property, comprising of 55-89 Chandos Street and 58-64 Atchison Street in St Leonards, does not reach the requisite threshold for heritage listing under the seven criteria set out by the Heritage Council of NSW. The subject property contains typical examples of mid-to-late twentieth century industrial and commercial buildings, which do not have significant historical associations or architectural detailing. The existing buildings across the subject site are not required to be retained on heritage grounds.

The Planning Proposal seeks to alter the underlying development controls applicable to the subject site, to facilitate future redevelopment. The Planning Proposal seeks to alter the development controls only, and does not seek consent for any physical works including demolition or construction of new buildings. Physical building works will be subject to future development applications (DAs).

Notwithstanding that the Planning Proposal does not provide for any physical building works (such as demolition and construction of new buildings), the amended underlying development controls of this Planning Proposal will facilitate this form of future development. Accordingly, our assessment has had regard to the potential heritage impact of the intended future built form that would be facilitated by this Planning Proposal.

Overall, while the Planning Proposal provides for a significant uplift in height and FSR provisions for the subject site, this increase is considered appropriate for the site and responds to the evolving high-density urban nature of the St Leonards commercial core, and uplifts in heights throughout the area as a result of the Crows Nest Metro development. Increased density is being concentrated in the St Leonards commercial core, where there are no heritage items or conservation areas, and the building stock is generally of a use, age and quality lending itself for redevelopment.

The closest heritage item to the subject site physically, and the only heritage item to have a visual connection with the subject site, is Item 0138 under the North Sydney LEP 2013, being an Electricity Powerhouse No 187 at 23 Albany Street. The proposed altered development controls under this Planning Proposal will have no physical or visual impact on the heritage significance of heritage item 0138. Future development of the subject site in accordance with the amended development controls set out in this Planning Proposal, will have no impact on setbacks, form or the siting of the heritage item.

There would be no physical works to the vicinity heritage conservation areas as a result of this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal. The buildings, street layouts and immediate settings of the heritage conservation areas would be conserved. The existing and significant small-lot subdivision patterns of the conservation areas will not be affected by this Planning Proposal, or any subsequent DAs for development based on the amended development controls in this Planning Proposal.

Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be significantly physically separated from the vicinity heritage conservation areas. In particular, Chandos Street and a row of medium-density commercial and retail development provides a transition barrier between the subject site (and wider St Leonards commercial centre) and the lower-scale *C8 Naremburn Heritage Conservation Area* to the north. The *CA07 Holtermann Estate A Heritage Conservation Area* is substantially distanced to the east and generally screened from view by existing medium density development along Oxley Street and existing mature vegetation.

Future development on the subject site in accordance with the amended development controls of this Planning Proposal, will be peripherally visible from within both of the vicinity heritage conservation areas. However, when viewed from within these heritage conservation areas, the future development on the subject site will read as part of the context in which it is located, being a rapidly evolving major commercial centre with numerous high-rise office and residential developments contained within this urban core. Future development on the subject site to the heights and FSRs set out in this Planning Proposal will not alter or detrimentally impact outward views from the conservation areas, it will instead contribute to an already altered and highly urbanised distant skyline.

The Planning Proposal is supported from a heritage perspective.



## 8. BIBLIOGRAPHY AND REFERENCES

### 8.1. 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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