

STATEMENT OF HERITAGE IMPACT

Planning Proposal

2-6 Cavill Avenue, Ashfield

December 2016



2-6 CAVILL AVENUE, ASHFIELD

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1.0

INTRODUCTION

1.1 REPORT OVERVIEW

This report has been prepared to accompany a Planning Proposal to amend the current height and Floor Space Ratio (FSR) controls of the *Ashfield Local Environmental Plan (LEP) 2013* applicable to 2-6 Cavill Avenue, Ashfield.

It considers the impact of potential future development that would be permissible under the proposed controls, based on an indicative scheme documented by Bates Smart. The following analysis is based on a review of the architectural diagrams and observations made during inspections of the locality.

This report concludes that the proposal will have an acceptable heritage impact.

1.2 REPORT OBJECTIVES

The objective of this report is to review the Planning Proposal and consider the implications, from a heritage perspective, of the proposed LEP amendment.

1.3 METHODOLOGY AND STRUCTURE

This Statement of Heritage Impact has been prepared in accordance with guidelines outlined in the *Australia ICOMOS Charter for Places of Cultural Significance, 2013*, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) publication, *NSW Heritage Manual*.

The Burra Charter provides definitions for terms used in heritage conservation and proposes conservation processes and principles for the conservation of an item. The terminology used, particularly the words *place*, *cultural significance*, *fabric*, and *conservation*, is as defined in Article 1 of *The Burra Charter*. The *NSW Heritage Manual* explains and promotes the standardisation of heritage investigation, assessment and management practices in NSW.

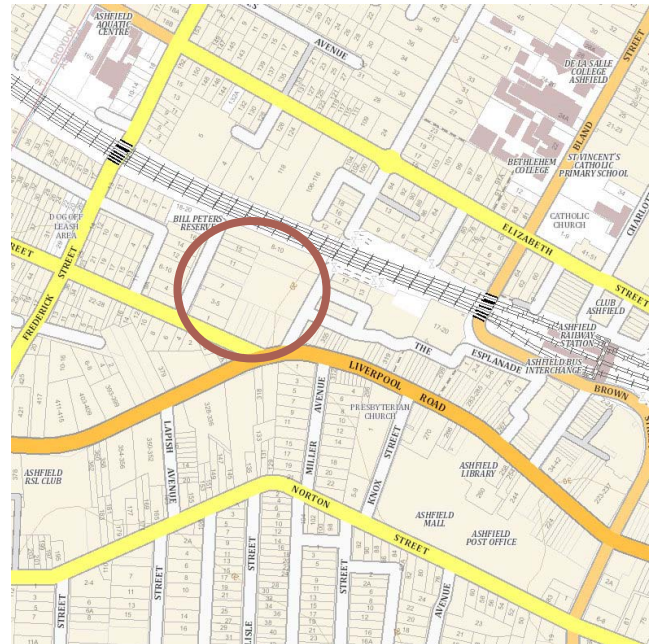


Figure 1.1
Location map showing the subject site marked with a red circle
Source: NSW LPI SIX Maps Website



Figure 1.2
Extract from the LEP Heritage Map showing the subject site outlined in red
Source: NSW Government Legislation Website

1.4 SITE IDENTIFICATION

The subject site at 2-6 Cavill Avenue, Ashfield, is located on the western side of Cavill Avenue and the northern side of Thomas Street, and partly fronts Liverpool Road on its southern side. Two driveways connect the main section of the site to The Avenue. The site is otherwise known as 1-9 Thomas Street, Ashfield.

It is described by NSW Land and Property Information (LPI) as Lots 1, 2 and 5, DP 6262; Lot 1, DP 971932; Lots 1 and 2, DP 556722; Lot 101, DP 234926; Lot 9, DP 940918; and Lot 17, DP 168456.

1.5 HERITAGE MANAGEMENT FRAMEWORK

The subject property is **not** listed as an item of heritage significance in any statutory instrument.

However, it is located in the vicinity of the following items listed in Schedule 5 of the *Ashfield Local Environmental Plan (LEP) 2013*, as items of local heritage significance, the closest being:

- Item 213 - 298-312 Liverpool Road
- Item 222 - 1 Miller Avenue
- Item 306 - 2 The Avenue
- Item 307 - 4 The Avenue
- Item 308 - 9 The Avenue

It is also located in the vicinity of the *Miller Avenue Conservation Area*, listed as a conservation area of local significance in Schedule 5 of the *Ashfield LEP 2013*.

1.6 AUTHORSHIP

This report has been prepared by Dr Cameron Hartnell, Heritage Consultant, of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

1.7 REPORT LIMITATIONS

While this report is limited to the analysis of European cultural heritage values, GBA Heritage recognises that for over forty thousand years or more Aboriginal people occupied the land that was later to be claimed as a European settlement.

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric.

Archaeological assessment of the subject site is outside the scope of this report.

1.8 COPYRIGHT

Copyright of this report remains with the author, GBA Heritage.

2.0

SITE DESCRIPTION

2.1 SITE CONTEXT

The subject site is at the western end of the Ashfield Town Centre, an area Inner West Council has identified as having potential for more intensive development. Liverpool Road, which runs through the area, mostly consists of two storey retail and residential terraced buildings. A number of multi-storey buildings are interspersed throughout the Town Centre, including the Ashfield Mall, which has a large urban footprint. Surrounding the Town Centre on all sides is a large area of medium density residential development, generally one to three storeys high.

The subject site fronts Cavill Avenue, Liverpool Road and Thomas Street with two driveways connecting with The Avenue to the west. The site is one lot south of the Main Suburban Railway Line with Ashfield Railway Station approximately 200 metres to the east. A three storey residential apartment building is located immediately north of the subject site.

The Avenue is a residential street characterised by one to four storey (including ground floor garages) development immediately west of the Ashfield Town Centre. It is lined by mature trees located both in the public realm and on private land, which, together with the residential development on the eastern side of the street, largely obscures views of the subject site from most positions on the street.

2.2 SITE DESCRIPTION

The subject site features two detached contemporary multi-storey buildings on the eastern half of the urban block. The southernmost building, 2 Cavill Avenue, is five stories high with a chamfered corner fronting Liverpool Road. It has a curtain wall with prominent horizontal bands of tinted glazing on all floors. There are prominent balconies on the upper floors overlooking Liverpool Road and smaller balconies on the northern side on all floors.

The building at 4-6 Cavill Avenue also has curtain walls and features the same cladding as the neighbouring building. It is almost octagonal in plan with accordion format walls on four sides. The combined site has a generous landscaping buffer on its southern and eastern sides with some trees near the northern and western boundary.



Figure 2.1
The subject site looking north-west from the intersection of Liverpool Road and Miller Avenue



Figure 2.2
View of the existing building at 2 Cavill Avenue from Thomas Street
Source: Google Maps

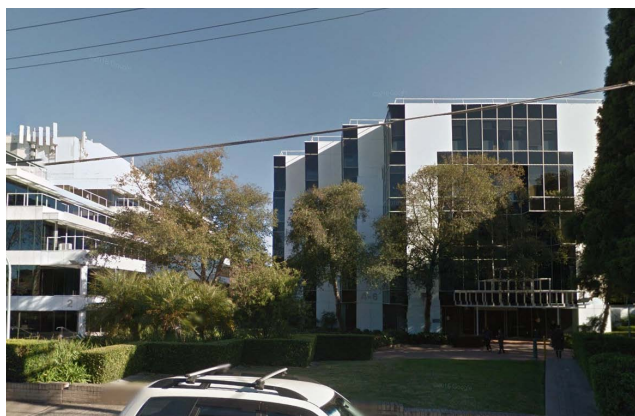


Figure 2.3
View of the existing building at 4-6 Cavill Avenue (right) and the rear of 2 Cavill Avenue (left) from Cavill Street, looking west
Source: Google Maps

2.3 VIEWS OF THE SUBJECT SITE TO AND FROM HERITAGE ITEMS IN THE LOCALITY

ITEM 213 - 298-321 LIVERPOOL ROAD

The heritage item at 298-312 Liverpool Road is a group of eight attached terraced buildings on the southern side of the street.

The subject site is across Liverpool Road and Cavill Avenue and at a considerable distance from this listed item. The subject site is well away from views of this item.

In views from this item, the building at 2 Cavill Avenue is partly visible behind tall plantings from some locations adjacent to Liverpool Road. Two storey structures with parapet on the north side of Liverpool Road almost completely block views of the building at 4-6 Cavill Avenue.

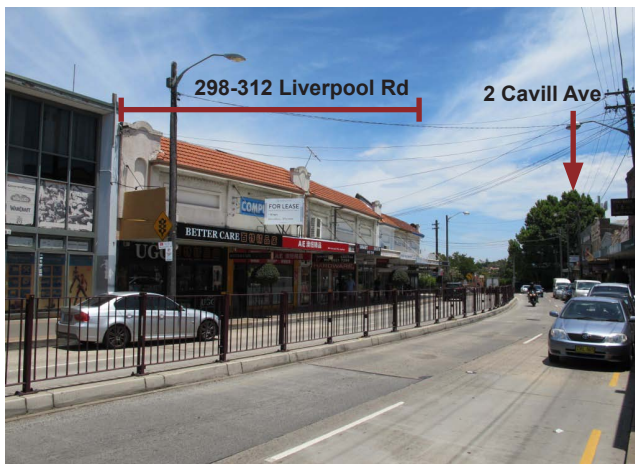


Figure 2.4
View of 298-312 Liverpool Road and 2 Cavill Avenue (behind a tree) from the north side of Liverpool Road, looking west



Figure 2.5
View of 2 Cavill Avenue (partly visible behind a tree) from outside 312 Liverpool Road, looking north-west

ITEM 222 - 1 MILLER AVENUE

The property at 1 Miller Avenue includes a single-storey house in the Federation Queen Anne Style on the eastern side of the lot, and a number of additions and structures to the west. The established significance for the site identifies the Federation house as the significant element on the site.

The Federation house fronts the intersection of Miller Street and Liverpool Road. The existing multi-storey buildings at 2-6 Cavill Avenue are located across Liverpool Road and Cavill Avenue from the listed house.

The upper floors of the buildings on the subject site are partly visible in the background of views of the house from Miller Avenue. The buildings are largely if not completely blocked from view from the listed house itself by boundary plantings and a structure on the northern boundary of the listed property.



Figure 2.6
Photograph of 1 Miller Avenue from the east side of Miller Avenue with the buildings at 2 and 4-6 Cavill Avenue visible behind, looking north-west

ITEM 306 - 2 THE AVENUE

2 The Avenue contains a two storey heritage listed house fronting the western side of The Avenue at the corner of Thomas Street.

Views of the front facade of this listed house from the street are away from the subject site. The building at 2 Cavill Avenue is partly visible from the house through vegetation and intervening development. Views of the building at 4-6 Cavill Avenue are completely blocked by thick vegetation.



Figure 2.7
The house at 2 The Avenue, partly visible behind street and boundary trees

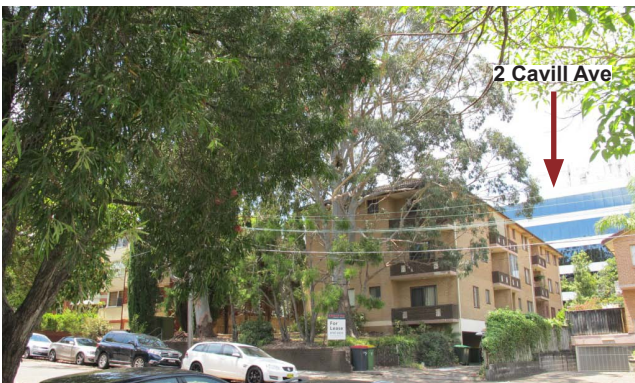


Figure 2.8
The view towards the subject site from the sidewalk in front of 2 The Avenue. 2 Cavill Avenue is partly visible but views of 4-6 Cavill Avenue are completely blocked by thick vegetation

ITEM 307 - 4 THE AVENUE

Similar to its neighbour at no. 2, no. 4 The Avenue contains a two storey heritage listed house fronting the western side of The Avenue.

Views of the front facade of this house from the street are away from the subject site. The buildings on the subject site are barely visible through vegetation and intervening development from the listed house.



Figure 2.9
View of 4 The Avenue from the street



Figure 2.10
The view towards the subject site from the sidewalk in front of 4 The Avenue. Both 2 and 4-6 Cavill Avenue are both barely visible from this location

ITEM 308 - 9 THE AVENUE

The heritage item at 9 The Avenue is a two storey house fronting the eastern side of The Avenue.

The buildings on the subject site are partly visible in the background behind views of the listed house from some locations. Views from the listed house are away from the subject site.



Figure 2.11
View of 9 The Avenue from the street, looking east. 4-6 Cavill Avenue is partly visible in the background



Figure 2.12
View of 9 The Avenue from the west side of the street. The building at 2 Cavill Avenue is partly visible in the background.

ITEM C10 - MILLER AVENUE CONSERVATION AREA

The *Miller Avenue Conservation Area* is characterised by single storey residential houses flanking each side of Miller Avenue with mature trees regularly spaced down the western side of the street and more intermittently on the eastern side. The houses and trees almost completely obscure views of the existing development at 2-6 Cavill Avenue from within the conservation area.

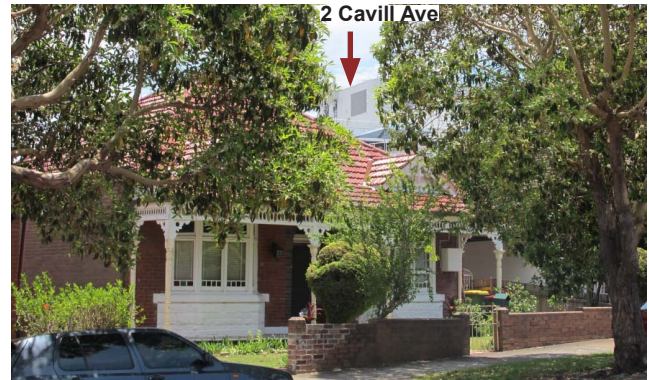


Figure 2.13
Partial view of 2 Cavill Avenue from within the *Miller Avenue Conservation Area*

3.0

ESTABLISHED HERITAGE SIGNIFICANCE

There are a number of individually listed heritage items in the vicinity of the subject site. These are listed as items of local heritage significance on Schedule 5 of the *Ashfield LEP 2013*.

The NSW Heritage Inventory has no information for these items.

The following Statements of Significance for the individually listed items in the vicinity of the subject site have been sourced from Inner West Council's *Heritage Inventory*, which is provided on its website.

House - 1 Miller Avenue, reference number 179

A very good example of residential architecture in the Federation Queen Anne Style.

House - 2 The Avenue, reference number 262

A pleasant and relatively intact house which, like its contemporary neighbour, No. 4, represents a cogent expression of several themes of municipal history.

House - 4 The Avenue, reference number 263

A fine modest Italianate residence decorated with some Australian motifs. Its streetscape significance is enhanced by the proximity of the adjoining similar house (No.2)

House - 9 The Avenue, reference number 2 20 01

This is an unusual two-storeyed example of the Queen Anne style of architecture. Replacing a Victorian house on this site, it reflects the growth and development of Ashfield in the Federation period. As well, because of the number of large home unit blocks in this street, the property illustrates the diminution of the residential character of a 2(a) zone that seems to have occurred by undesirable attrition, here as well as in a few other precincts of Ashfield.

Shops with other occupancies above - 298-312 Liverpool Road

Reason for Listing:

A group of eight streetfront occupancies in the one building is unusual. This one is pleasingly simple and stylish, despite alterations and blatant signage. The building effectively addresses the Miller Street corner and has considerable potential as a townscape element. Criteria (c), (e).

The subject site at 2-6 Cavill Avenue, Ashfield, is located across Liverpool Road and Cavill Avenue from the *Miller Avenue Conservation Area*, which is listed as an item of local heritage significance on Schedule 5 of the *Ashfield LEP 2013*.

Inner West Council's *Heritage Inventory* contains the following information for the *Miller Avenue Conservation Area*:

Statement of Significance:

The cultural significance of the Miller Avenue Conservation Area derives from the following factors -

6.1 The history of the subdivision made by Ashfield's first mayor, John Pope, and exploited in a short time by the Ray Brothers, important speculative builders in Federation Ashfield.

6.2 The street is a unified and attractive whole, comprising only residences, which are compatible in architectural style (essentially Federation Queen Anne), form, materials, textures, colours and details.

6.3 The gentleness of residential scale is notable.

6.4 Despite modifications the buildings possess a high degree of originality and intactness.

4.0

DESCRIPTION OF THE PROPOSAL

The Planning Proposal seeks to amend the maximum height and floor space ratio (FSR) controls of the *Ashfield LEP 2013* applicable to 2-6 Cavill Avenue, Ashfield. It is proposed to rezone the site to a maximum height of 30m and a FSR of 3:1.

Future development would be subject to a development application (DA), to be submitted to Council following gazettal of the Planning Proposal.

5.0

ASSESSMENT OF HERITAGE IMPACT

5.1 INTRODUCTION

The site specific Planning Proposal seeks to amend the height and FSR controls for the subject site.

The likely consequence of the Planning Proposal is that the site will be developed to the maximum allowable under the revised controls.

Any future development of the site will require approval from Inner West Council and will be subject to the heritage provisions of the *Ashfield LEP 2013* and the guidelines of the *Ashfield DCP 2007*, and will be assessed accordingly.

The NSW Heritage Office (now the Heritage Division of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact. The relevant 'questions to be answered' in the NSW Heritage Manual 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item are:

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?*
- *How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

As these have been prepared in the context of the assessment of the impacts of built form rather than planning controls, the following additional questions have been formulated for consideration in determining the heritage impact of changing the LEP controls for the site:

- *What are the potential heritage impacts for the heritage items in the vicinity arising from the future development of the subject site under the current planning controls?*
- *What are the likely consequences of the Planning Proposal?*

The existing planning controls for this site include a height limit of 23 metres and an FSR of 2:1. It is proposed to rezone the site for a maximum height of 30m and an FSR of 3:1.

The heritage considerations are the potential impacts of the change in views and setting of the heritage items in the vicinity of the subject site.

5.2 298-312 LIVERPOOL ROAD, 2 AND 4 THE AVENUE

The established significance for 298-312 Liverpool Road references its contribution to the townscape while the established significance for 4 The Avenue references its contribution to the streetscape. The proposal will have no adverse impact on their contribution to the townscape or streetscape.

The subject site is well away from views of the listed item at 298-312 Liverpool Road and is not visible in views to the front facades of 2 and 4 The Avenue. As such the proposal will have no adverse impact on the setting of these items.

The proposal may result in a change in the views from these items. Since the statement of significance does not identify any significant views associated with these items, there will be no adverse impact on their established heritage significance.

5.3 1 MILLER AVENUE AND 9 THE AVENUE

The established significance of these listed items relates to their architectural values, which will not be affected by the proposal.

The existing multi-storey buildings at 2-6 Cavill Avenue are partly visible in the background of views of these listed items. The proposal to amend the current planning controls for the subject site would permit future buildings that may be moderately more visible than the existing. The established heritage significance for these listed items does not identify any significant views to or from them. The potential impact on the setting of these items is considered to be acceptable from a heritage perspective, given their current context at the edge of the Ashfield Town Centre.

Any redevelopment of the subject site will not obscure views of the items, nor physically impact them.

5.4 MILLER AVENUE CONSERVATION AREA

The subject site is separated from the *Miller Avenue Conservation Area* by the width of Liverpool Road.

The established significance of the Conservation Area does not include any reference to significant views to and from the area.

The existing multi-storey buildings on the subject site are already partly visible from within the conservation area. As such, redevelopment of the site as a consequence of the proposal to amend the planning controls will retain its existing urban context at the edge of Ashfield Town Centre.

The development and large trees along the western side of Miller Avenue will largely obscure views of development occurring as a consequence of the proposal to amend the planning controls for 2-6 Cavill Avenue.

5.5 CONSIDERATION OF POTENTIAL HERITAGE IMPACTS

The current update to Section 117 (S117) Direction 2.3 Heritage Conservation, issued under S117 of the *Environmental Planning and Assessment Act (EP&A Act) 1979* on 1 July 2009, requires the following in relation to European heritage:

(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,

As the potential impacts on the heritage items in the locality have been considered and there are no changes proposed to the *Ashfield LEP 2013* heritage schedule or 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.

6.0

CONCLUSIONS AND RECOMMENDATION

6.1 CONCLUSIONS

The Planning Proposal seeks to amend the planning controls currently applying to the site at 2-6 Cavill Avenue, Ashfield.

Future development of the site will require approval from Inner West Council and will be subject to the heritage provisions of the *Ashfield LEP 2013* and the guidelines of the *Ashfield DCP 2007*, and will be assessed accordingly.

The subject property is **not** listed as an item of heritage significance in any statutory instrument.

It is located in the vicinity of the following places identified as local heritage items in Schedule 5 of the *Ashfield LEP 2013*: 298-312 Liverpool Road, 1 Miller Avenue, 2 The Avenue, 4 The Avenue and 9 The Avenue.

The *Miller Avenue Conservation Area* is located to the south-east, separated by Liverpool Road and Cavill Avenue.

Given the physical separation between these items and the subject site the potential for heritage impact is limited to that of views and setting.

These have been considered in the commentary above and it is considered that the proposed change in the planning controls will not have an adverse the established heritage significance of the listed items and conservation area in the vicinity of the subject site.

The potential impact on the setting of these items is considered to be acceptable from a heritage perspective, given their current context at the edge of the Ashfield Town Centre.

6.2 RECOMMENDATION

The Planning Proposal is considered acceptable from a heritage perspective and is recommended for approval.

7.0

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