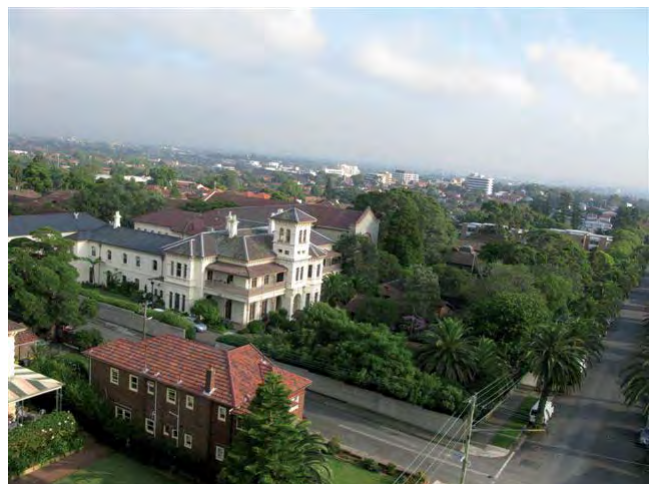




Cardinal Freeman Village
137 Victoria Street, Ashfield

Statement of Heritage Impact



October 2012

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Introduction

1.0

1.1 Background

This report has been prepared to accompany a S75W application for proposed modifications to the approved development for Cardinal Freeman Village, at 137 Victoria Street, Ashfield.

Approval for the staged redevelopment of the Cardinal Freeman Village site was issued by the Planning and Assessment Commission in January 2011.

The approved Concept Plan, Major Project No. 08_0245, includes:

- use of the site for a retirement village
- indicative building envelopes for 13 separate new buildings with heights ranging from 3 to 5 storeys to accommodate 160 bed Residential Aged Care Facility (RACF) and approximately 225 Independent Living Units (ILU)
- Basement level and at grade car parking
- internal road works and pedestrian pathways
- Community facilities and associated landscaping including creation of a 5000m2 village green

The Project Approval, Major Project No. 08_0260, includes the following for the first two stages of the development:

Stage 1 - Village Green Precinct

- demolition of existing ILU buildings and community buildings to allow for the construction of 3 x 5 storey buildings (Q1, Q2 & Q3) consisting of 54 ILU, community facilities and basement carparking
- new Village green
- upgrade and realignment of the existing east-west roadway

Stage 2 - Care Precinct

- demolition of existing nursing home, ILU building, dwelling houses and associated structures
- construction of 2 x 5 storey buildings consisting of 46 ILUs
- construction of a new north-south laneway

The modifications proposed to the approved scheme are in response to further detailed review and design development that has been undertaken to respond to resident feedback and to achieve improved site and building efficiency.

The amended architectural drawings have been prepared by Allen Jack + Cottier Architects Pty Ltd.

1.2 Report Objectives

The main objective of this Statement of Heritage Impact is to analyse the heritage impact of the proposed changes in relation to the policies of the *Cardinal Freeman Village Heritage Management Strategy* and the *Cardinal Freeman Village Heritage Precinct Conservation Management Plan*, prepared by Graham Brooks and Associates in 2009, to accompany the Part 3A applications.

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*, 1999, known as *The Burra Charter*, and the New South Wales Heritage Office (now the Heritage Branch 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.

1.4 Site Identification

The Cardinal Freeman Village site is bounded by Victoria, Clissold, Queen and Seaview Streets, with the formal street address listed as 137 Victoria Street, Ashfield. It is identified by NSW of Land and Property Information (LPI):

- Lot 1 DP 1126717
- Lot 4 DP 717062
- Lots 6 and 7 DP 717644
- Lot 101 DP 702245

1.5 Heritage Management Framework

There are no elements of the Cardinal Freeman Village site listed as items of State significance on the State Heritage Register.

The overall site of the Cardinal Freeman Village is not listed on the Heritage Schedule of the *Ashfield Local Environmental Plan (LEP) 1985*. However, two buildings, namely Glentworth House and its adjoining Chapel building, are listed as items of local heritage significance in the *Ashfield LEP 1985*.



Figure 1.1
Location map showing the subject site outlined in red
Source: nearmap.com

The Cardinal Freeman Village site is also in the vicinity of the following local heritage items, listed in Schedule 7 of the *Ashfield LEP 1985*, and proposed heritage items, identified by Ashfield Council:

Heritage Items

- Victoria Square Conservation Area
- 85 Victoria Street
- 118 Victoria Street
- 120 Victoria Street
- 141 Victoria Street
- Victoria Street, street plantings
- 85 Queen Street
- 91 Queen Street
- 160 Queen Street

Proposed Heritage Items

- 40 William Street
- Farleigh Estate Conservation Area
- Mountjoy Estate Conservation Area
- Murrell Estate Conservation Area
- Ambleside and Holwood Conservation Area

1.6 Authorship

This report has been prepared by Gail Lynch, Associate Director, of Graham Brooks and Associates Pty Ltd and has been reviewed by the Director, Graham Brooks. Unless otherwise noted all of the photographs and drawings in this report are by Graham Brooks and Associates Pty Ltd.

1.7 Report Limitations

This report assesses the likely heritage impact of the proposed modifications. The detailed history and description of the site is contained in the *Cardinal Freeman Village Heritage Precinct Conservation Management Plan*, prepared by Graham Brooks and Associates in 2009, to accompany the Part 3A applications.

The report is limited to the analysis of the European significance of the site. 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.

This report only addresses the relevant heritage planning provisions and does not address general planning or environmental management considerations.

Description of the Proposal

2.0

The modifications proposed to the approved scheme include:

- Redefinition of the development precincts within the site
- Realignment of the approved east-west road alignment, with a new entrance, and gate, at Victoria Street
- Widening of the approved north-south road (Clissold Lane)
- Modifications to the design of the approved Residential Aged Care Facility (RACF)
- Demolition of the existing Serviced Apartments block, adjacent to Queen Street, north of Gate 9, and its replacement with a new five storey building (Building 1)
- Replacement of the two residential buildings in the Care Precinct that face Clissold Lane with two new buildings of the same height, in storeys, with larger footprints (Buildings 2 and 3)
- Replacement of the three approved buildings in the Village Green Precinct with a single building (Building 4)
- Replacement of the five approved buildings in the former Victoria Precincts 1 and 2 with two buildings (Buildings 5 and 6), sited to the north of the realigned east-west road
- Deletion of the approved two new buildings in the former Heritage Precinct, and replacement with a single building (Building 7) located further to the north
- Ongoing use of the Chapel undercroft as a cafe
- Revised site landscaping, including the relocation of a Port Jackson fig tree, the statue of the Good Shepherd and the historic Victoria Street gate posts and gates to a new vehicle entrance south of the existing



Figure 2.1
The approved precinct layout



Figure 2.2
The revised precinct layout

Source: Allen Jack + Cottier Architects Pty Ltd



Figures 2.3
The approved Concept Plan building layout



Figures 2.4
Overlay of the revised building footprint
proposed in this modification



Figure 2.5
Photomontage showing the approved Village Green Precinct, viewed from the east



Figure 2.6
Perspective drawing, showing a similar aspect to that above, with the adjoining Care Precinct on the right

Source: Allen Jack + Cottier Architects Pty Ltd



Figure 2.7
Photomontage showing the approved Village Green Precinct, viewed from the west



Figure 2.8
Perspective drawing, showing a similar aspect to that above, with the adjoining Care Precinct modification shown on the left

Source: Allen Jack + Cottier Architects Pty Ltd



Figure 2.9
Photomontage showing the approved RACF in
the Care Precinct



Figure 2.10
Perspective drawing, showing a similar aspect to
that above

Source: Allen Jack + Cottier Architects Pty Ltd

Assessment of Heritage Impact

3.0

3.1 Introduction

In response to the DGR for MP 08_0245, Graham Brooks and Associates prepared a *Cardinal Freeman Village Heritage Management Strategy* (2009) to guide the redevelopment of the subject site. Additionally, a *Cardinal Freeman Village Heritage Precinct Conservation Management Plan* was prepared to guide future changes to the listed heritage items, Glentworth House and the Chapel.

This Statement of Heritage Impact has been prepared in relation to the following impact assessment criteria, the policies of the *Cardinal Freeman Village Heritage Management Strategy* and *Cardinal Freeman Village Heritage Precinct Conservation Management Plan*, prepared by Graham Brooks and Associates in 2009, and the New South Wales Heritage Office (now the Heritage Branch of the NSW Office of Environment and Heritage) guidelines, *Altering Heritage Assets* and *Statements of Heritage Impact*.

It considers the impact of the proposed modifications to the approved development on listed heritage items within the Cardinal Freeman Village and those in the immediate locality.

Graham Brooks and Associates prepared Statements of Heritage Impact to accompany the applications for Major Project No. 08_0245, Concept Plan, and Major Project No. 08_0260, Project Application, for redevelopment of the Cardinal Freeman Village. The analysis in this section includes review of the assessment made in the reports prepared for these applications and the impact of the proposed modifications, relative to that which has been approved.

The Cardinal Freeman Village site contains two buildings identified as locally listed heritage items, Glentworth House and the Chapel, in the *Ashfield LEP 1985*.

No physical changes are proposed to Glentworth House or the Chapel as part of this modification. Changes are proposed to the built form and site landscaping immediately adjacent to these items, including changes to the historic fencing. In addition, it is proposed to continue the approved temporary use of part of the Chapel undercroft space as a cafe.

3.2 Analysis of Heritage Impact on Items Within the Cardinal Freeman Village Site

3.2.1 Established Significance of the Subject Site

The following Statement of Significance for the Cardinal Freeman Retirement Village has been sourced from the *Cardinal Freeman Village Heritage Precinct Conservation Management Plan (CMP)*, prepared by Graham Brooks and Associates in 2009:

The subject property is a heritage precinct containing a heritage listed footprint; the historic Glentworth House (and additions) and Chapel, as well as ancillary historic items of curtilage. These various built elements are of significant historic, aesthetic, social and technical value. They present in a generally high state of repair. The historic Glentworth House is a rare and fine example of a late nineteenth century two storey grand Italianate towered villa with numerous decorative features, in a meticulous, delicate and subtle combination. The additions have replicated key aspects this general form, quality and colouration. Its interior presentation is in a relatively high state of integrity. The 1941 Chapel in its overall style is representative of high quality interwar Catholic architecture and is unusual for the geometry of its interior layout. The listed footprint also has an important association with its immediate curtilage, which includes such historic elements as the entrance gates and pilasters, palisade and masonry fencing, and the established arboreal features.

It is further appreciated that the heritage footprint and its ancillary historic elements are situated within a larger property context, delineated by its four boundary streets. This larger context points to early Ashfield street patterns and was the well-established estate of the prominent Frederick Clissold and family, with various outbuildings.

After 1913, and for over 60 years the built elements that comprise the subject heritage precinct operated as the cloistered Convent, the Offices and the Chapel for the Good Shepherd Sisters. They were an important focus in the religious life and social work of the Catholic Church as it undertook the institutional care for many hundreds of girls and women considered at that time to be in irregular or poor social circumstances. The larger property context circumscribed the lives of many of these girls and women for some years. This larger property context proceeded through evolutionary phases typical of such institutions, and its present use for residential aged care has now been established for almost 30 years.

3.2.2 Heritage Branch Impact Assessment Guidelines

The NSW Heritage Office (now the Heritage Branch of the NSW Office of Environment and Heritage) has published a series of criteria for the assessment of heritage impact as relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact'. The following commentary analyses the impact of the proposed modifications using the relevant 'questions to be answered' from this publication.

Use of the Chapel Undercroft as a Cafe

The relevant 'questions to be answered' relating to change of use are:

- *Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?*
- *Does the existing use contribute to the significance of the heritage item?*
- *Why does the use need to be changed?*
- *What changes to the fabric are required as a result of the change of use?*
- *What changes to the site are required as a result of the change of use?*

The approved development includes alterations to the Chapel undercroft space for use as a cafe and its subsequent conversion to two ILU. As the approved uses of the Chapel undercroft do not contribute to the significance of the Chapel, and no physical changes are proposed, the continued use of the space as a cafe is considered to be a neutral heritage impact.

Changes to the Approved Built Form

The proposed modification of the approved built form in the vicinity of Glentworth House and the Chapel includes:

- Modifications to the design of the approved Residential Aged Care Facility (RACF)
- Demolition of the existing Serviced Apartments block, adjacent to Queen Street, north of Gate 9, and its replacement with a new five storey building (Building 1)
- Replacement of the two residential buildings in the Care Precinct that face Clissold Lane with two new buildings of the same height, in storeys, with larger footprints (Buildings 2 and 3)
- Replacement of the three approved buildings in the Village Green Precinct with a single building (Building 4)
- Replacement of the five approved buildings in the former Victoria Precincts 1 and 2 with two buildings (Buildings 5 and 6), sited to the north of the realigned east-west road
- Deletion of the approved two new buildings in the former Heritage Precinct, and replacement with a single building (Building 7) located further to the north

The following table analyses the impact of the proposed modifications using the relevant 'questions to be answered' relating to development adjacent to a heritage item from the *NSW Heritage Manual* 'Statements of Heritage Impact' publication.

Question	Heritage Impact Assessment: Approved Concept Plan	Heritage Impact Assessment: Proposed Modification to the Approval
<i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i>	<p>Glentworth House and the Chapel at Cardinal Freeman Village have been identified as having significant historic, aesthetic, social and technical heritage value. The design of the Concept Plan has considered these values and the impact of the new development has been minimised by</p> <ul style="list-style-type: none"> • redefining the setting of these heritage items with the creation of a communal garden space to their north and east • continuing adaptive re-use and conservation of the identified heritage items • maintaining the recently established building scale along Victoria Street • limiting the predominant height of the new buildings to that of the eaves of Glentworth House and the Chapel, with only minor elements projecting above this height • concentrating taller buildings in the centre of the site • framing views of the Chapel's stained glass window between the two proposed new buildings in the Heritage Precinct • minimising intervention in the fabric of the heritage listed buildings 	<p>The proposed modification consolidates the building footprints, minimising the impact of the development by increasing the separation between new buildings and the heritage items.</p> <p>The replacement of Buildings V4 and V5 with Building 7, located further to the north, further minimises the impact of the approved development by:</p> <ul style="list-style-type: none"> • increasing the available views to the east facade of the Chapel • creating an eastern garden space similar in size to the earlier garden in this location • providing a new ceremonial entrance for the Chapel, to be marked with the relocated gate posts.
<i>Why is the new development required to be adjacent to a heritage item?</i>	<p>Glentworth House and the Chapel are located within the established Cardinal Freeman Village. The proposed refurbishment and expansion of this facility is therefore adjacent to these items.</p> <p>The proposed development is being undertaken in order to reverse the piecemeal site development of the 1970s and 1980s era and to restore clarity and logic to the operation of the site as an aged care facility.</p>	No change from previous assessment.
<i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i>	The <i>Cardinal Freeman Village Heritage Precinct Conservation Management Plan</i> , that accompanies this application, identifies the minimum curtilage for Glentworth House and the Chapel. The proposed development respects the identified curtilage.	As noted above, the proposed modification increases the separation between the heritage items and the new development, enhancing the setting of the two attached buildings.

How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?

Views to and from the public domain and the heritage items are shown in the diagram below which is reproduced from the Concept Plan.



Figure 3.8 Concept Plan diagram showing views to and from the public domain and the heritage items within the Cardinal Freeman Village marked in blue

Views from the heritage items

Glentworth House was originally sited to capture views to the south-east and north. The northerly views were degraded by the construction of the 1941 Chapel. The proposed development will have little impact on the existing views to the surrounding area as they are largely screened by existing vegetation. Views from the Chapel are not considered to be of heritage significance as churches are not designed for outward views.

Views from within the Cardinal Freeman Village Site

Views to and from Glentworth House and the Chapel, from within the Cardinal Freeman Village site, will be improved with the enhancement of their landscape setting.

Views from the public realm

The primary external views of Glentworth House are those available from Victoria Street near Seaview Street, with the best appreciation of those views being at the Seaview Street entrance way to the site. These views will be enhanced with the demolition of the existing buildings in the vicinity of the Victoria / Seaview Street corner.

Views to the Chapel from Clissold Street are currently limited by the intervening buildings, the established vegetation within the site and the street plantings. These views will be enhanced with the creation of view lines, as shown in Figure 3.8. There will be no loss of views to Glentworth House and the Chapel from Queen Street.

The addition of new buildings to the site will result in some change in the available views to the Chapel from Victoria Street. The negative effects of this development have been minimised by the building design which supports key views to the chapel facade and does not obstruct or diminish the prominence of this item in its setting.

The proposed modifications to increase the width of the approved north-south road and to delete the approved Building V5 will enhance views to and from Glentworth House and the Chapel.

<p><i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i></p>	<p>Archaeological assessment is outside the scope of this Report.</p>	<p>No change from previous assessment.</p>
<p><i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i></p>	<p>Although it has a suburban location Cardinal Freeman Village is a self contained urban element. The site has seen multiple phases of development, evolving from a Victorian residential landscape, to a semi institutional complex, to the current aged care residential facility.</p> <p>The LEP listed heritage items within the site originate from two of these phases. Glentworth House is a delicately detailed Victorian House addressing the corner of Seaview and Victoria Streets while the Chapel, a bold building connected at the rear, is a dominant element in the northern part of the site.</p> <p>The institutionalisation of the wider site began with the construction of the College in the 1920s. The construction of the Chapel changed the character of Glentworth House from residential to semi-institutional.</p> <p>The Concept Plan development has been designed to reflect the quadrant layout of the site's earlier urban design and is sympathetic to the significance of the two buildings.</p> <p>The design of the new development recognises and respects the height of the heritage items within the site. The predominant height of the new buildings has been set at the eaves height of the Chapel to reinforce the scale of this building.</p> <p>The proposed new garden spaces to the east of Glentworth House provide passive recreation and recapture the setting of Glentworth House. This will enhance its formality and the removal of the existing buildings will enhance its presence in the streetscape. The new open space north of the Chapel internalizes the setting of the Chapel and allows greater appreciation of its significance from within the site.</p>	<p>The proposed modification to the approved east-west road link formalises the conceptual quadrant layout of the approved Concept Plan.</p> <p>This better reflects the layout of the site's earlier urban design than that approved and is sympathetic to the significance of the two heritage listed buildings.</p> <p>The predominant height of the proposed new buildings is at or below the eaves height of the Chapel. The height of Building 7, which will be seen in some views to the Chapel from the public realm in Victoria Street, has been designed to be below eaves height of the Chapel, to reinforce the scale of this building.</p> <p>The revised siting of the approved buildings allows an enlarged formal garden setting to Glentworth House to be recaptured, and a separate ceremonial entrance for the Chapel to be constructed.</p>

<p><i>Will the additions visually dominate the heritage item? How has this been minimised?</i></p>	<p>The listed buildings are located at the high point of the overall site, dominating the ridge, and addressing Victoria Street to the east and Seaview Street to the south.</p> <p>The Concept Plan creates generous garden spaces within the site and increases the separation between the Chapel and the buildings to the north.</p> <p>The Building Height and Setback Principles contained in the Concept Plan ensure the heritage buildings, Glentworth House and Chapel, will not be dominated by future development.</p> <p>By continuing the process of consolidation, and upgrading of the retirement village as a whole, the project will contribute to the long-term social, historical and symbolic significance of the heritage listed buildings as the focus of the Cardinal Freeman Village.</p>	<p>The proposed modification increases the separation between the Chapel and the new development and that between the new buildings.</p> <p>It is consistent with the Building Height and Setback Principles of the approved Concept Plan which were developed to ensure the heritage buildings, Glentworth House and Chapel, would not be dominated by future development.</p>
<p><i>Will the public, and users of the item, still be able to view and appreciate its significance?</i></p>	<p>There will be no adverse effect on, or diminution of, the public's ability to view and appreciate the significance and settings of the listed buildings within the Cardinal Freeman Village site.</p> <p>These buildings are located at the high point of the overall site, dominating the ridge, and addressing Victoria Street to the east and Seaview Street to the south. Their presence within the streetscape will not be challenged or threatened by the development proposed in this Concept Plan.</p>	<p>The proposed modification, in particular the increased separation between the buildings and the deletion of Building V5, will allow enhanced views to, and appreciation of, the heritage buildings.</p>

Changes to the Approved Site Landscaping

The gates and pilasters at the Victoria Street Gate 1 entrance to Cardinal Freeman Village are identified in the *Cardinal Freeman Village Heritage Management Strategy* as elements of high heritage significance, as is the palisade fencing south of this gate. The palisade fencing to the north of this gate is identified as being of moderate significance. A pictorial overview of the existing Victoria Street fencing and entrance gates to the site has been included as an appendix to this report.

The proposed new east west road, located to the north of that existing, makes the Gate 1 entrance at Victoria Street redundant. It is therefore proposed to:

- relocate the gates and pilasters at Gate 1 to a new ceremonial vehicle entry in the location of Gate 2 which is currently a pedestrian entrance
- relocate the Port Jackson fig tree and statue of the Good Shepherd to the formal garden, to the east of Glentworth House
- insert a new opening in the Victoria Street fencing, north of Gate 1, for the new east west road link entrance.

The relevant 'questions to be answered' relating to new landscape works and features to a heritage item are:

- *How is the impact of the new development on the heritage significance of the existing landscape been minimised?*
- *Has evidence (archival and physical) of previous landscape work been investigated? Are previous works being reinstated?*
- *Has the advice of a consultant skilled in the conservation of heritage landscapes been sought? If so, have their recommendations been implemented?*
- *Are any known or potential archaeological deposits affected by the landscape works? If so, what alternatives have been considered?*
- *How does the work impact on views to, and from, adjacent heritage items?*

The impact of the proposed changes has been minimised by relocating the redundant gates and pilasters and adapting the existing entrance at Gate 2, rather than making an additional opening in the fence. This can be further minimised by the preparation of a Schedule of Conservation Works for the Victoria Street fencing, as part of the Stage 2 application.

The Schedule of Conservation Works should be prepared by a suitably qualified heritage professional and should include review of, and comment on:

- the methodology for the relocation of the gates and gate posts
- the fabric removal and salvage requirements for the new or widened openings, and any appropriate methodology
- conservation works required for the relocated gate posts and gates
- fabric and methodology requirements for the construction of infill fencing to the former gateway (Gate 1)

The proposed landscape masterplan has a more formal layout than that approved. The large area of open space to the north of the Chapel has been retained to provide a setting to the Chapel within the site.

Aerial photographs from 1930 and 1943, sourced in the preparation of the *Cardinal Freeman Village Heritage Precinct CMP* provide evidence of the layout of the formal garden to the east of Glentworth House garden during this period. Previous work is not being reinstated as part of this application as the space is not available. The early form and function of this garden space is to be interpreted with the relocated gates, new ceremonial entry and curved driveway.

Overall the views to, and from, the adjacent heritage items will be similar to those available with the approved landscaping.

3.2.3 Evaluation Against the Guidelines of the Heritage Management Strategy

The following commentary analyses the impact of the proposed modifications using the guidelines of the *Cardinal Freeman Village Heritage Management Strategy*.

Guidelines	Comment on Approved Concept Plan	Comment Proposed Modification to the Approval
<p>6.2 Guidelines for Future Use of the Site <i>The overall guiding objective is that:</i></p> <ul style="list-style-type: none"> Cardinal Freeman Village should retain its long-term use as providing for the needs of aged-care residents and be periodically upgraded to meet contemporary requirements and standards 	<p>The Concept Plan provides a framework for the staged refurbishment of the Cardinal Freeman Village site to a well ordered, high quality aged-care facility.</p>	<p>The proposed modifications to the Concept Plan consolidate and refine the approved development to respond to resident feedback and improve site and building efficiency.</p> <p>The modification is consistent with this guideline.</p>
<p>6.3 Process Guidelines</p> <ul style="list-style-type: none"> The advice of a Heritage Consultant should be sought as the planned staged development of the site moves forward. This will ensure the essential features of the site landscape are retained and managed during further evolution. 	<p>Graham Brooks and Associates continues to provide Heritage Consultancy advice to the Cardinal Freeman Village site managers.</p>	<p>Graham Brooks and Associates continues to provide Heritage Consultancy advice to the Cardinal Freeman Village site managers.</p>
<p>6.4 Guidelines for Conserving Fabric of Different Grades of Significance <i>The landscape, building and infrastructure elements of Cardinal Freeman Retirement Village have been graded to determine their relative levels of significance. In general, future changes should be focussed on areas or components, which provide a lesser contribution to the overall significance and are therefore less sensitive to change.</i> <i>Those elements with a High assessed heritage value should be retained. Their form should be subject to minimal change necessary to support their on-going use or adaptive re-use. These include:</i></p> <ul style="list-style-type: none"> Glentworth House The Chapel Selected landscape elements including remnant fencing, palisade and gates <p><i>In relation to elements of Moderate significance the principles of the Burra Charter should be followed. Work involving the reduction (or potentially the removal) of a particular element may be an acceptable option, where it is necessary for the proper function of the place and is beneficial to, or does not reduce, the overall significance of the place. These elements include:</i></p> <ul style="list-style-type: none"> Parlours Annex Modified rear wings of Glentworth House Modified convent extensions to Glentworth House Remnant convent wall <p><i>The site elements with a Little assessed heritage value are of slight significance and do not intrude on the place in a way that reduces significance. Both retention and removal are acceptable options. Intrusive elements that are deemed to detract from the areas or components of significance should be removed where possible, to allow for the preferred long-term option of recapturing the original garden setting and drive of Glentworth House.</i></p>	<p>The proposed Concept Plan is consistent with these guidelines. The elements identified as being of High and Moderate significance are to be retained.</p>	<p>The existing Serviced Apartments block is not a significant element of the Cardinal Freeman Village site. Its removal is consistent with this guideline.</p> <p>The proposed east west road link requires a new opening to be made in the Victoria Street fencing, to the north of the existing Gate 1. The fencing in this location is graded as an element of moderate significance.</p> <p>The gates and pilasters at Gate 1 that are to be relocated to an enlarged opening at Gate 2 are elements of high significance, as is the fencing in this location.</p> <p>As noted above, a Schedule of Conservation Works for the Victoria Street fencing should be required as a condition of consent for this application to ensure the heritage impact of the proposed changes is minimised.</p> <p>The relocation of the significant fabric, proposed as part of this modification, is considered necessary to improve the function of the Cardinal Freeman Village site, and does not reduce the overall significance of the place.</p>

<p>6.5 Guidelines for Re-Use</p> <ul style="list-style-type: none"> <i>Glentworth House and the Chapel should be re-engaged within newly defined settings that recognise the buildings' history of development and change and embrace the future stage of major redevelopment of the site.</i> <i>The character and setting of the Victoria Street frontage of Glentworth House should be reinstated, with an appropriate adaptive re-use strategy established to ensure the ongoing protection of the defined cultural heritage values. Appropriate uses should comprise a combination of residential and community use.</i> <i>Glentworth House should be conserved and maintained in good repair, with appropriate new uses for selected parts of the building such as the ballroom, library etC.</i> <i>Re-use scenarios should seek to incorporate important views and axes relating to the Chapel and Glentworth House.</i> <i>The adaptive re-use of a section of the chapel may be considered as a viable option, providing its primary ceremonial and sacred use is not detrimentally impacted by such, and that the significant fabric is not degraded. The existing community use is to be maintained.</i> <i>Adaptive re-use of the Chapel undercroft may be undertaken providing the original staircases on the northern side of the undercroft are retained, and that any design for proposed uses of the undercroft respect the space and its contribution to the heritage item.</i> <i>The Parlours Annex building is to be re-used with consideration of its heritage value. The building exterior is to be retained, with its interiors reconfigured or adapted for appropriate existing or additional uses according to the needs of the retirement village.</i> <i>The upgrading and adaptation of existing building stock should be undertaken with the same standards as apply to new structures.</i> <i>Where feasible, redundant buildings on the site should be adaptively used as a first preference.</i> 	<p>The proposed Concept Plan is consistent with these guidelines. Community and residential uses in Glentworth House and the Chapel are to be rationalised.</p>	<p>No change from previous assessment.</p>
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<p>6.6 Guidelines for New Site Elements</p> <ul style="list-style-type: none"> Any and all new elements on the Cardinal Freeman Village site should respond to the governing principle of the need to establish a logic and clarity to the site's design, with any proposed redevelopment to re-organise retirement village structures in a structured, methodical and viable fashion. New development on the Cardinal Freeman Village site should defer to the recapturing of the quadrant grid reflecting the pre-World War Two layout, and facilitate internal movement, and open space, together with enhancing longer axial views within the property. New buildings on the Cardinal Freeman Village site should be situated in such a way as to allow for the establishment of the site quadrants. New elements on the site should respond to the sloping topography and retain the physical dominance of the heritage buildings. New site elements should not compromise the process of reinstating the distinctive heritage values of the heritage buildings and their setting. Proposed new elements should be designed with due regard to the status of the Chapel within the Victoria Street precinct, so that this elevation is highlighted and framed. New structures should not challenge the architectural supremacy of either Glentworth or the Chapel. Any new built elements proposed for the area between the Chapel and Victoria Street should take into consideration any significant views, and be subservient in scale and design. Any new built element proposed for the area between the Chapel and Victoria Street should be an acceptable proposal on the proviso that the south east garden corner of the property, in the foreground of Glentworth House, be part of the proposal. All new works on the site should be undertaken to the highest of contemporary standards. 	<p>The proposed Concept Plan is consistent with these guidelines. It provides for the clear and logical organisation of the site, recapturing the quadrant layout. The new built elements respect the heritage significance of Glentworth House and the Chapel.</p>	<p>No change from previous assessment.</p>
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<p>6.7 Guidelines for Design</p> <ul style="list-style-type: none"> <i>In order to provide a rich urban environment with the Village, an urban design framework that seeks to maximise the opportunities for residents and the public to become connected to the village should be established.</i> <i>Given that the setting of the distinctive buildings on the Cardinal Freeman Village was severely compromised by the building works of the 1970s and 1980s, the overall design for site redevelopment should respond to the need for reinstatement of the distinctive heritage values of Glentworth House and its setting.</i> <i>The north-west and north-east quadrants are considered to be the most suitable part of the site for the addition of new buildings, although selected new buildings may be added to the southern quadrants providing they respect the scale, design, mass and bulk of structures identified for retention.</i> <i>Any new buildings added to the site should be positioned so as to preserve the visual connections between Glentworth and its setting, and the church with its curtilage and proposed village green.</i> <i>Each quadrant should retain excellent address to both the public streets and new internal pathways and street systems, thus creating a clear, legible and flexible structure for the block.</i> <i>Any new buildings along Victoria Street that are proposed to frame the Chapel should be subservient to the monumentality of the building, but should provide a clearly defined structure to the curtilage in two and three dimensions.</i> <i>Any new built elements east of the Chapel should frame and not obscure its visual dominance and views from Victoria Street through to the Chapel.</i> <i>Any such proposed new buildings that 'frame' the Chapel may only be connected by a linking walkway at ground level; links from one building to another above ground level are not recommended as this interrupts the 'frame' and obscures the view from Victoria Street.</i> <i>In deference to the historic skyline and to create a three dimensional curtilage by continuing Glancey's design intent for the Chapel, the predominant height of all new buildings should be kept to Glentworth House and the Chapel's eaves height (RL 61.60), with only minor elements projecting above.</i> <i>Any proposed design for the Chapel undercroft should keep additional access points and openings to a minimum, and respond to engineering and structural constraints.</i> 	<p>The Concept Plan is consistent with these guidelines.</p>	<p>No change from previous assessment.</p>
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<p>6.7 Guidelines for Design continued</p> <ul style="list-style-type: none"> Any proposed adaptive re-use of the Chapel may relate only to those undercroft elements identified as of little significance, with introduced new elements such as kitchen facilities, plumbing, air-conditioning units, carefully selected and inserted without impact on other, more significant spaces. The scale of the central green should be framed by a series of buildings that build to this height thus concentrating the taller buildings in the centre of the site. Heights should be related to the topography and to the heritage items on the site. Building heights should be guided by a policy of minimising impact on the built form and heritage elements within the vicinity of the site. 		
<p>6.8 Guidelines for Removal of Site Elements</p> <ul style="list-style-type: none"> Any demolition on the site should be guided by the recommendations of this Heritage Management Strategy. It is preferable that demolition be limited to those buildings and structures graded as being of Little heritage significance. Demolition of the 1970s single storey buildings in the Victoria Street foreground, east of Glentworth and the Chapel, is a preferred way in which to recapture the historic buildings' significance from the public realm and enhance their overall significance. The demolition of the existing villas to the immediate east of Glentworth House will facilitate the re-creation of a destination landscape space for residents. Demolition of Building E should be considered an advisable course of development as it will enhance the visibility and functional presence of the Chapel while creating a central green, improving site amenity. The original undercroft stairs, in the two small rooms on the northern side of the undercroft, are not to be demolished as part of any adaptive reuse proposal. 	<p>The Concept Plan is consistent with these guidelines.</p>	<p>The proposed modification includes demolition of the existing Serviced Apartment block, adjacent to Queen Street, north of Gate 9.</p> <p>The removal of this building is consistent with these guidelines.</p>

<p>6.9 Guidelines for Curtilage</p> <ul style="list-style-type: none"> • A curtilage should be established around Glentworth House and its Victoria Street frontage, to reinstate the heritage building into a garden and landscaped setting that enhances its cultural value and improves its amenity and functionality within the broader community. • Glentworth's curtilage should comprise clearing of the land east of the heritage building and reinstating as much as possible a garden setting, together with reinforcing landscaping west of the Victorian residence to improve amenity for Cardinal Freeman residents and to facilitate a better appreciation of Glentworth House, particularly from the southeast aspect. • A Chapel curtilage should be formed through development of the land immediately north of the building, to be established as a village green. • Open spaces should be established to enhance and recreate an appropriate curtilage that clearly defines the setting for Glentworth House and the Chapel. • Curtilages should be framed through establishing larger, more defined axes to recapture the essence of the heritage buildings. These should then be used to create a better sense of integrated urban order. 	<p>The Concept Plan is consistent with these guidelines.</p>	<p>The proposed modification increases the curtilage to both Glentworth House and the Chapel.</p> <p>In particular, the deletion of the approved buildings V4 and V5 and their replacement with Building 7 will provide for enhanced views to the Chapel from the public realm.</p>
<p>6.10 Guidelines for Landscaping</p> <ul style="list-style-type: none"> • A framework of high quality landscape spaces should lead the remodelling of the Cardinal Freeman Village. • The large trees and grassed areas on the site should be retained and enhanced to upgrade the general character of the precinct. • In order to respect and enhance the character of the site, including its heritage values, the existing framework of trees should be reinforced by including large growing, long life trees that will be visible from outside the site. This can be achieved by the establishment of deep soil gardens. • Each quadrant should have major and more informal landscape spaces that are well integrated with the paths and building entries. • The Victoria Street garden frontage of the historic buildings should be reinstated to reflect its original Victorian character and adding amenity for passive recreation. • The landscaped area on the western side of Glentworth should be reinforced as upgraded for recreational purposes and improved amenity, and to enhance the role of Glentworth within the streetscape. • The circular drive and layout of Glentworth, as evidenced in historical photographs, should be reinstated if possible, or interpreted, as part of Glentworth's curtilage. • Landscaping across the site as a whole should respect the interwar brick convent wall and the outer cloister wall. 	<p>The Concept Plan is consistent with these guidelines.</p>	<p>The modified landscape masterplan includes a new ceremonial entrance, and curved driveway, to the Chapel and formal garden area east of Glentworth House, interpreting its former curtilage.</p> <p>The proposed modifications are consistent with these guidelines.</p>

<p>6.11 Guidelines for Perimeter Fencing</p> <ul style="list-style-type: none"> • <i>Iron and sandstone fencing elements should be retained and conserved as part of a landscape design.</i> • <i>New pedestrian gates in the fence along Victoria Street should be introduced to encourage activation of the street and improve pedestrian convenience.</i> • <i>The existing pedestrian entrance gateway to the villas at the southern end of Victoria Street should be redesigned to reflect the heritage values of the new Glentworth Garden.</i> • <i>This Victoria Street gateway may be relocated to give improved access to the heritage gardens and to reveal views of the house.</i> • <i>Front gardens should be fenced along the street boundaries by the existing stone and wrought iron fence along Victoria Street/Clissold Street; the existing stone wall along Clissold Street/Queen Street, and the cement rendered wall along Seaview Street.</i> • <i>Fence heights must be consistent along each street interface and consistent with the interpretation of heritage requirements.</i> • <i>Given the monumental status of the eastern elevation of the Chapel within the Victoria Street precinct, a design approach that highlights and frames this elevation should be explored.</i> 	<p>No changes are proposed to the perimeter fencing as part of this Concept Plan.</p>	<p>The modified modification is consistent with these guidelines.</p>
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3.2.3 Evaluation Against the Guidelines of the Conservation Management Plan

In addition to the guidelines of the *Cardinal Freeman Village Heritage Management Strategy*, the *Cardinal Freeman Village Heritage Precinct Conservation Management Plan (CMP)* contains policies to guide the conservation of the listed heritage items within the site. The following table evaluates the proposed modification in relation to the relevant *CMP* policies for the Conservation of the Setting of Glentworth House and the Chapel.

Policy	Comment
<ul style="list-style-type: none"> • <i>The visual setting around the heritage footprint within Cardinal Freeman Village should be retained and enhanced in any future use of the buildings or the site.</i> 	<p>The large open spaces, to the north and east of the heritage footprint, approved in the Concept Plan were developed to retain and enhance their visual setting. The deletion of the approved buildings V4 and V5, and their replacement with Building 7, further enhances this setting.</p>
<ul style="list-style-type: none"> • <i>If any new structures are required on the site their design and siting must be planned to maintain the visual presence of the heritage buildings.</i> 	<p>The new and revised structures proposed in this modification have been planned to enhance the visual presence of the heritage buildings.</p>
<ul style="list-style-type: none"> • <i>Future landscaping of Cardinal Freeman Village should not obscure views to or from Glentworth House or the Chapel.</i> 	<p>The modified site layout and landscaping have been designed to retain and improve views to and from Glentworth House and the Chapel.</p>

<ul style="list-style-type: none"> <i>The garden areas between Glenworth House and Victoria Street at the east side, should as far as possible be re-captured and integrated into the open spaces networks of the overall Village, with recent gateway openings and recent built elements to be removed over time.</i> 	<p>The revised building footprints proposed in this modification allow for a larger garden to the east of Glenworth House and improved physical and visual links between this space and the open space network of the overall village.</p> <p>The relocated entry gates and pilasters will replace the non-characteristic gateway fabric at Gate 2, enhancing the presentation of this part of the site.</p>
<ul style="list-style-type: none"> <i>The Victoria Street garden frontage of Glentworth House may be developed as useful passive open space integrated with the network of open spaces across the site.</i> 	<p>The proposed modification is consistent with this policy.</p>
<ul style="list-style-type: none"> <i>In recognition of the urbanization of the Glentworth House curtilage when the Chapel was erected in 1941, new buildings may be introduced in the Victoria Street curtilage of the Chapel provided that an axial view from the street to the Chapel is retained. A new landscaped open space should be created to the north of the Chapel to reinforce its connectivity to the overall Village.</i> 	<p>The proposed modification retains the approved landscaped open space to the north of the Chapel.</p>
<ul style="list-style-type: none"> <i>The statue of the Good Shepherd should be reinstated to an appropriate location within the setting of Glentworth House.</i> 	<p>The statue of the Good Shepherd is to be relocated to the formal garden area to the east of Glentworth House.</p>

3.3 Analysis of Heritage Impact on Items in the Vicinity of Cardinal Freeman Village

3.3.1 Established Significance of the Heritage Items in the Vicinity of the Subject Site

There are a number of listed Heritage Items in the vicinity of the subject site, as shown in Figure 3.9.

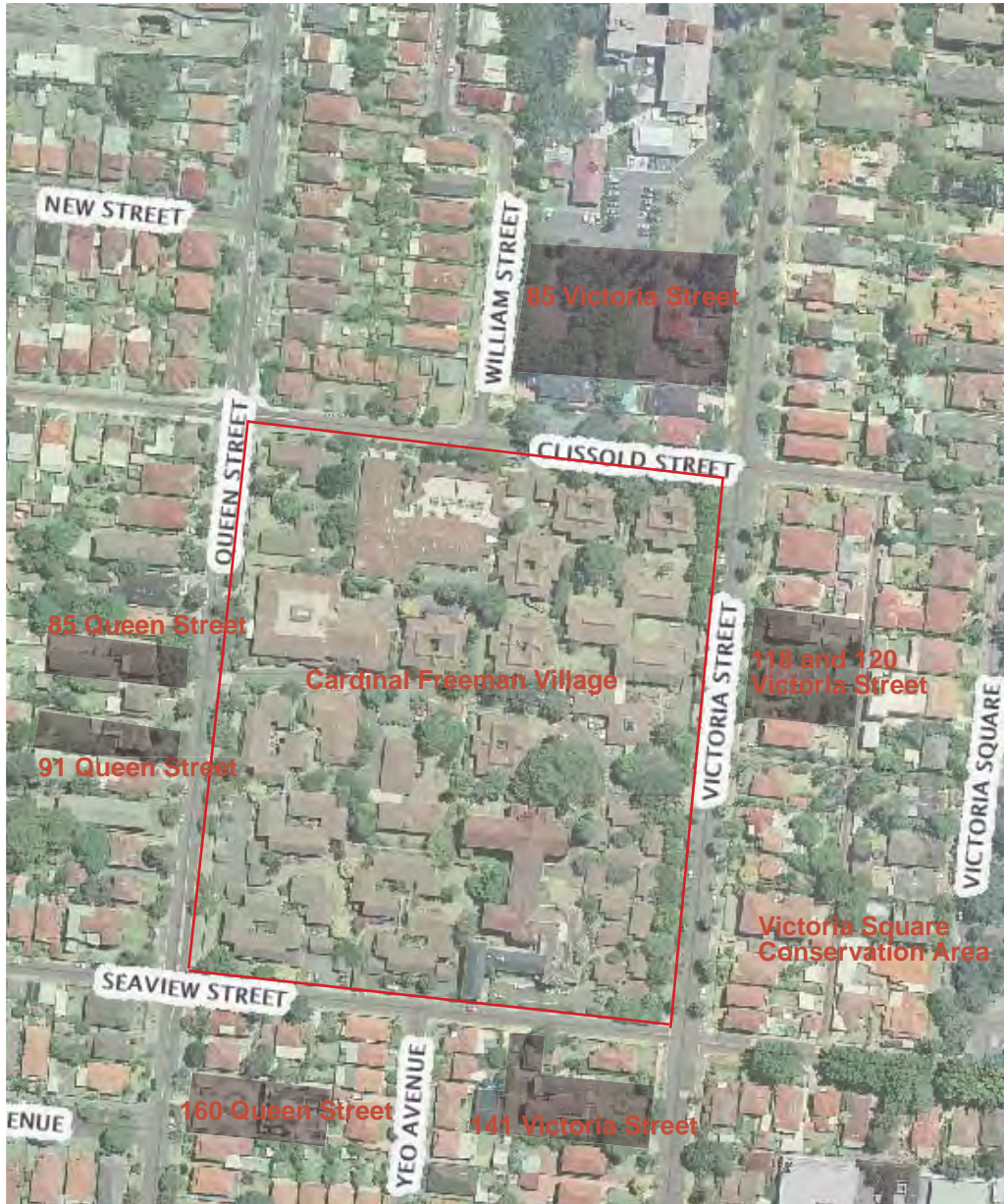


Figure 3.9
Aerial photograph showing the location of the heritage items in the vicinity of the subject site
Source: www.sixviewer.com

The following information for these items has been sourced from the Ashfield Council website as the NSW Heritage Inventory data base provides no statements of significance or descriptive information.

Victoria Square Conservation Area

The western edge of the Victoria Square Conservation Area is directly opposite the subject site in Victoria Street. Ashfield Council documents note the following for this conservation area:

Statement of Significance

One of the number of subdivisions which collectively demonstrate the evolution and variety of suburban development in Ashfield, and one of the few examples of development pitched at the upper end of the residential market. The Square, with its symmetrical layout, central reserve incorporating remnant native trees and specimens from the Royal Botanic Gardens, and central access pathways, is an early example in Sydney of an attempt to create a London residential square and appears to have been influential in the layout of other residential subdivisions nearby.

The contribution each property in the conservation area makes to its significance is identified in the *Ashfield DCP 2007*. Properties are ranked as follows:

- 1 - Buildings with a high degree of intactness which significantly contribute to the heritage significance and character of the Area.*
- 2 - Buildings which contribute to the heritage significance and character of the Area but whose significance has been reduced by loss of original materials/detail, unsympathetic additions or inappropriate decorative detail.*
- 3 - Buildings whose impact on the heritage of the Area is neutral.*
- 4 - Buildings which have an adverse impact on the Area because of their scale, design, assertiveness, materials or because their original qualities have been mutilated.*

Although there are only three Victorian villas (at 118, 120 and 128 Victoria Street) on the Victoria Street frontage of the Victoria Square Conservation Area all but the two properties, at the corner of Seaview Street, are ranked as contributory buildings (Ranking 1 or 2).

The Distinctive Qualities ascribed to the Victoria Square Conservation Area in the *Ashfield DCP 2007* are:

- a) Central reserve informally planted with mature trees including remnant natural vegetation and 1889 plantings from the Botanic Gardens.*
- b) The pattern of development – single building per generous suburban allotment, separated from street and from side and rear neighbours by green garden space.*
- c) Rear lane access only to garages, with the result that there is a continuous gutter along the street edge in Prospect Street and on the east side of Victoria Square with a few recent breaks on other street edges.*

d) Rear service lane for night-soil collection and access to stables and coach houses.

e) The informality of the tree planting and the variety in the scale, shape, style materials and fences of the houses is unified by the symmetry of the subdivision, the reserve and the central pathways.

f) A number of tall and decorative chimneys still remain to the houses

Victoria Street - Street Plantings

Victoria Street is also characterised by the double row of Canary Island Date Palms, *Phoenix canariensis*, between Norton and Seaview Streets. These are a major defining component of the streetscape and setting of the two Victorian Villas at 118 and 120 Victoria Street and the edge of the Victoria Square Conservation Area as it fronts the subject site. Ashfield Council's Heritage Study¹ provides the following information for these trees which were thought to have been planted in the 1920s.

Statement of Significance

*Colonnade of trunks gives strong vertical definition to street
Representative of a type of street planting no longer undertaken
Unique in street plantings within the Municipality*

House and Pavilion at 85 Victoria Street

Mountjoy House and Pavilion at 85 Victoria Street is a large historic residential property that has been incorporated into a health and rehabilitation complex. The core of the historic property is located to the north of the subject site and effectively separated from it by Clissold Road and the four modern residential buildings at its southern end. Although these dwellings at 87 and 89 Victoria Street and 38 and 40 William Street are shown as part of the heritage item on the Ashfield LEP map they are not considered to be of heritage value. It is understood that the single storey modern house at 40 William Street has been proposed for listing as a local heritage item as it is the only residential building in Ashfield employing passive solar design techniques in timber post and beam mud brick construction.

Ashfield Council's Heritage Study² provides the following information for this item:

Statement of Significance

*A pleasant informal bungalow in a splendid garden setting and having some unique detailing
Now part of an important private institution*

Historical Notes

The original function and date of construction of this pavilion are not known. It is shown, however, on the 1890 Water Board Plan, and it was given its Federation detailing by Thomas Peters after 1907.

¹ Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 284

² Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 272

Description

A simple single storey building of residential scale and informal character. Its slate roof has mitred hips and the verandah has paired timber posts. There are faceted bay windows, some with architraves and some with joinery projecting from the face to the wall, with bracketed sills. The most interesting detail is a set of wide French windows opening on to the verandah. Each is a single glazed door, with a triple-light top panel each of which is divided into small panes, and main panels of chamfered plate glass. Each also has entablature.

As this heritage item is physically separated from the Cardinal Freeman Village site by the roadway and the intervening houses constructed within its own heritage curtilage it is considered any development of the subject site will not have an adverse impact on its established heritage significance.

Houses at 118 and 120 Victoria Street

118 and 120 Victoria Street are both large two storey Victorian Italianate Villas, located opposite the Cardinal Freeman Village.

Ashfield Council's Heritage Study³ provides the following information for these items:

Statement of Significance

One of a mirror image pair of substantial houses designed by an important local architect.

Historical Notes

The architect Alexander Leckie Elphinstone Jr purchased ten lots from the Victoria Square subdivision, and on this and the adjoining lot he build two mirror image two storey villa, both purchased by Hugh Dixon in 1890. In 1920 the house was sold by the Dixon Property Trust to William James Edwards.

Description

One of a matching reflected pair of fine dwellings of standard asymmetrical form with some very unusual Gothic style stucco detailing, concentrated on the window bay, the lower storey of which is broader than the upper. The windows have depressed pointed arches. Those at lower level have angled buttress mullions with stumpy shafts, having foliated capitals, growing out of the buttress caps. The upper mullions have recessed shafts without capitals. The bargeboarded roof gables have collars and finials. Chimneys and window bay are heavily moulded and chimneys have semi-circular flue tops. Garden layout possible original.

3 Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 275 and 276

House at 141 Victoria Street

141 Victoria Street is a grand residence located south of the subject site in Victoria Street with driveway access to the rear of the property from Seaview Street. Ashfield Council's Heritage Study⁴ provides the following information for this property:

Statement of Significance

*A survivor of a series of grand Victorian mansions built on the heights of Victoria Street in the late 19th Century boom years
An interesting variation of the Free Classical style applied to domestic architecture
A good case history in the use of the NSW Heritage Act to save a historic building*

Historical notes

Built in 1886 for Harold Thompson and owned by the family until 1921. During the 1890s a proposal to demolish the house, listed on the Heritage Schedule of the Ashfield LEP, was accompanied by the eviction of the tenants, the opening of the house to vandalism and theft, and a series of internal fires. Saved by the combined action of Ashfield Council, the Heritage council and then Minister for Heritage, in late 1991 the house was purchased by owners who intend reconstructing it to re-create its former grandeur.

Description

A fine mansion comprising a verandahed main double storey rectangle, single storey billiard room (slightly later), later two storey extensions at rear, and a separate former coach house/stables block. Notable architectural elements include robust modillioned eaves, segmental-arched porch above which is a pedimented and balustraded classical belvedere, fine French doors at ground floor, stuccoed quoins, and some Art Nouveau leaded glass. The house is impressively set on the rise of its site, well back from the street.

Houses at 85 and 91 Queen Street

85 and 91 Queen Street are two originally identical houses, formerly known as 'Sherbrook' and 'Glenbrook', located opposite the subject site. Ashfield Council's Heritage Study⁵ provides the following information for these properties.

Statement of Significance

*Two rare survivors of the work of this well known architect.
Identical houses with potentially fine facades featuring some most unusual modelled stucco decoration*

Historical notes

A L Elphinstone Jnr purchased three lots in Queen Street in 1880/81. Ashfield Council Rate Books indicate in 1882 that the two houses were unfinished. Both houses were quickly sold, 'Sherbrook' to Louis Sweet, and 'Glenbrook' to Elphinstone's brother-in-law Thomas Blundell. The third lot, between the two houses, was not built on until much later, after much "juggling" of the boundaries of the land by the two adjacent owners.

⁴ Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 275 and 276

⁵ Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 275 and 276

Description

Each is an L-shaped building with a projecting bay from which projects a rather flat looking faceted window bay having a roof also faceted. A two level verandah occupies the balance of the facade. The ground floor bay windows are stilted segmentally arched, while the upper ones are round arched. The general treatment is as expected for an Italianate design but some of the detailing is unusually innovative. For instance the chimneys of No. 91 have moulded tops capped by handsome antefixae motifs. Above the ground floor windows there is a curious entablature featuring a central semi-circular panel containing Scotch thistle decoration. The gardens include a large Camphor Laurel and Phoenix Palm.

House at 160 Queen Street

160 Queen Street is a two storey residence located south west of the subject site. Ashfield Council's Heritage Study⁶ provides the following information for this property.

Statement of Significance

An important house associated with a historic family

An unusual as well as important example of a style of architecture more commonly found in non-domestic buildings

A vital streetscape feature

Historical notes

In 1880, John Balfour Clement Miles, accountant, acquired eleven acres of land between Queen and Victoria Streets south of Seaview Street, formerly owned by Frederick Clissold. Miles, living in "Rothley", Henson Street, Summer Hill, sold this house and built the large mansion "Holwood" (demolished in the 1920s) in Victoria Street. North of "Holwood", also fronting Victoria Street, Miles built two identical villas, "Kenilworth" (demolished) and "Kamarai", later "Coniston", both standing in one acre grounds. In 1886, on his land fronting Queen Street, Miles erected "Ambleside", to which he moved, leasing all his Victoria Street properties. Following his death in 1907 his estate was sold, and in 1956 it became Our Lady of the Snows Home for the Elderly, and later the headquarters of "Vasilelas", St Basil's Homes in Australia.

Description

An impressive two storey residence exhibiting unusual architectural qualities and combining Classical and late Gothic forms. Upon a 7-bay Classical base, the design features a range of Tudor or perpendicular motifs including parapetted gables, crenellations, Tudor arcades and traceried openings. The entrance is a fine Tuscan portico surrounded by a balustraded parapet with urns. The street alignment is graced by a splendid gateway with stone Tudor pylons and four iron gates.

6 Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 234

Proposed Conservation Areas

Additionally Ashfield Council has identified the following proposed conservation areas in the vicinity of the site

- Farleigh Estate Conservation Area
- Mountjoy Estate Conservation Area
- Murrell Estate Conservation Area
- Ableside and Holwood Conservation Area

The proposed Farleigh Estate Conservation Area is separated from the subject site by Queen Street and the proposed Mountjoy Estate Conservation Area is separated by Clissold Street. The proposed Murrell Estate Conservation Area is separated by both Victoria Street and Clissold Street and the proposed Ableside and Holwood Conservation Area by Seaview Street.

These proposed conservation areas illustrate the origins, subdivision, development and re-development of Ashfield. As Cardinal Freeman Village is a self contained urban block with its own distinct form and character it is considered the proposed development will have no impact on the potential heritage significance of the proposed conservation areas in its vicinity.

3.3.2 Heritage Branch Impact Assessment Guidelines

The Cardinal Freeman Village site is in the vicinity of a number of individually listed properties, and is in the vicinity of a conservation and four proposed conservation areas. The following table provides the analysis of the relevant 'questions to be answered' in the *NSW Heritage Manual* 'Statements of Heritage Impact' guidelines relating to development adjacent to a heritage item in relation to the Concept Plan proposal and the proposed modification.

Question	Heritage Impact Assessment: Approved Concept Plan	Heritage Impact Assessment: Proposed Modification to the Approval
<i>How is the impact of the new development on the heritage significance of the item or area to be minimised?</i>	<p>The adjacent heritage items outside the Cardinal Freeman Village site are separated from the site by the width of the road, the street plantings and the intervening properties.</p> <p>The impact of the proposed development is minimised by the height distribution of the new buildings with the taller buildings located in the centre of the site. The placement of the new buildings also responds to the site topography with lower buildings positioned at the southern end of the site where it slopes upwards. The new buildings at the street edges of the site will be largely screened by the existing and proposed vegetation, thus retaining the existing urban character.</p> <p>The proposed development is contained within the lot boundaries and will have no physical impact on the heritage listed trees in Victoria Street. The new buildings within the site are to be set back from the street and will have no adverse impact on the vertical definition of the colonnade of trunks within the streetscape.</p>	No change from the previous assessment.

<i>Why is the new development required to be adjacent to a heritage item?</i>	The project represents a refurbishment and upgrading of the existing Cardinal Freeman Village, located in the vicinity of these items.	No change from the previous assessment.
<i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i>	The local curtilages associated with the heritage listed items within the vicinity will be unaffected by the proposed development on the other side of the roadway.	No change from the previous assessment.
<i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i>	<p>The proposed development will not have an adverse affect any views to the heritage items within the vicinity of the Cardinal Freeman Village site. These items are all located in the surrounding neighbourhood and are separated from the subject site by Victoria, Seaview, Queen and Clissold Streets.</p> <p>Some of the heritage listed dwellings in the vicinity of the subject site currently have views to Cardinal Freeman Village, including those of Glentworth House and the Chapel. These views vary depending on the location. All are filtered by the intervening street trees, the established trees within the subject site and the existing buildings on the subject site. There will be some change to the composition of these views resulting from the proposed development.</p> <p>Views are not identified as a contributing factor to the heritage value of any of these items. The Statements of Significance for these items generally refer to their architectural composition and historical associations.</p> <p>As such it is considered that the minor change in outlook from these dwellings will not have an adverse impact on their heritage significance.</p> <p>Views to the street trees in Victoria Street are already read against the backdrop of the Cardinal Freeman Village buildings. The proposed development will not detract from the views of these trees.</p>	<p>The deletion of the approved buildings V4 and V5 and their replacement with Building 7 will change the views to Glenworth House and the Chapel from some of the adjoining properties.</p> <p>Although this may improve the outlook from some of these properties it should be noted, as previously, that views are not identified as a contributing factor to the heritage value of any of these items.</p>
<i>Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?</i>	Not applicable to items outside the subject site.	No change from the previous assessment.
<i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i>	Cardinal Freeman Village is a self contained urbanised precinct. There is no architectural relationship between the buildings of the Cardinal Freeman Village site and the surrounding area.	No change from the previous assessment.

<p><i>Will the additions visually dominate the heritage item? How has this been minimised?</i></p>	<p>The Cardinal Freeman Village is a self contained urban block bounded by Victoria, Seaview, Queen and Clissold Streets. As the heritage items in the vicinity of the site are separated by the width of the street and largely screened by the existing vegetation they will not be dominated by the proposed development.</p> <p>A recent Land and Environment Court judgement <i>Trinity Grammar School v Ashfield Council [2007] NSWLEC 733</i> posed the question How close does the larger building need to be to the conservation area or heritage item to constitute an unacceptable impact? and determined that existing streets are regarded as sufficient separation when considering the relationship of new development to a conservation area.</p>	<p>No change from the previous assessment.</p>
<p><i>Will the public, and users of the item, still be able to view and appreciate its significance?</i></p>	<p>There will be no adverse effect on, or diminution of, the public's ability to view and appreciate the significance and settings of the individually listed houses in Queen and Victoria Streets, or the adjacent Victoria Square Conservation Area.</p> <p>There will be no impact on the appreciation of the Victoria Street trees when passing through the area.</p>	<p>No change from the previous assessment.</p>

Conclusions and Recommendations

4.0

4.1 Conclusions

- The Cardinal Freeman Village site is a self contained urban block with its own distinct form and character. It is bounded by Victoria, Seaview, Queen and Clissold Streets.
- The site contains two buildings identified as locally listed heritage items in Schedule 7 of the *Ashfield LEP 1985*, is in the vicinity of a number of individually listed properties, and is adjacent to a conservation area and four proposed conservation areas.
- The listed items within the site, Glentworth House and the Chapel, have been identified as having significant historic, aesthetic, social and technical heritage value.
- The modifications to the approved development are proposed following further detailed review and design development that has been undertaken to respond to resident feedback and improved site and building efficiency.
- The design of the proposed modifications has considered the heritage values of Glentworth House and the Chapel, and those of the surrounding area, and the impact of the new development has been minimised by
 - retaining the approved definition of the setting of the heritage items within the Cardinal Freeman Village with the communal garden spaces to their north and east
 - maintaining the approved building scale along Victoria Street
 - limiting the predominant height of the new buildings to that of the eaves of Glentworth House and the Chapel, with only minor projections above this height, as in the approved development
 - concentrating taller buildings in the centre of the site, as in the approved development
 - enhancing the views to the eastern side of the Chapel
- The majority of the proposed development within the Cardinal Freeman Village site is in the vicinity of Glentworth House and the Chapel, not directly affecting them.

- The proposed modifications to the Victoria Street fencing and the relocation of the gates and pilasters from the Gate 1 entrance is supported provided the recommended Schedule of Conservation Works is prepared as part of the Stage 2 application.
- As the heritage items in the vicinity of the site are separated by the width of the street there will be no physical impacts on these items. They are largely screened from the site by the existing and proposed vegetation.
- The adjacent conservation area and proposed conservation areas illustrate the origins, subdivision, development and re-development of Ashfield. There will be no adverse impact on the identified significance of these areas as a result of the proposed development.
- This assessment concludes that the development proposed as part of this modification will have no adverse visual and spatial impacts on the significance of the listed items, Glentworth House and its associated Chapel.
- In terms of Clause 37 of *Ashfield LEP 1985*, there are no unacceptable or adverse heritage impacts on the heritage items, conservation areas and proposed conservation areas in the vicinity, arising from the proposed development.

4.2 Recommendations

- A Schedule of Conservation Works for the Victoria Street fencing and gates should be prepared, by a suitably qualified heritage professional, as part of the Stage 2 application. It should include review of, and comment on:
 - the methodology for the relocation of the gates and gate posts
 - the fabric removal and salvage requirements for the new or widened openings, and any appropriate methodology
 - conservation works required for the relocated gate posts and gates
 - fabric and methodology requirements for the construction of infill fencing to the former gateway (Gate 1).
- Having examined the Cardinal Freeman Village site in some detail, and reviewed and considered the proposed modifications, Graham Brooks and Associates Pty Ltd recommends the current S75W application be approved, subject to the inclusion of the condition of consent recommended above.

Appendix: Pictorial Overview of Victoria Street Fencing



Aerial photograph showing the location of the fencing elements graded in the *Cardinal Freeman Village Heritage Management Strategy* as being of high (red) and moderate (blue) heritage significance

Source: nearmap.com



Fencing north of Gate 1, graded as being of moderate significance, where an additional opening is proposed



Statue of the Good Shepherd, within the Cardinal Freeman Village grounds, adjacent to Gate 1



Approximate location of proposed new entry



Gates and posts at Gate 1 that are proposed to be relocated to the new ceremonial entry at the current Gate 2 location



Pedestrian entry at Gate 2 that is to be widened



Fencing south of Gate 1, graded as being of high significance

Cardinal Freeman Village, Ashfield
S75W Statement of Heritage Impact
October 2012
Graham Brooks & Associates Pty Ltd