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Heritage Impact Assessment
Proposed Rezoning
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CRI Australia Pty Ltd

UTS Campus
Kuring-gai

GRAHAM BROOKS AND ASSOCIATES PTY LTD
HERITAGE CONSULTANTS

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1.0

Introduction

1.1 Rezoning of the UTS Kuring-gai Site, Lindfield

This Heritage Impact Assessment report has been prepared in the context of a State Significant Site Amendment/Concept Plan for the University of Technology, Sydney (UTS) Lindfield campus.

UTS has been and continues to assess alternative uses for the campus in response to a growing student preference to study in the city or at universities with access to convenient public transport. The State Significant Site Amendment/Concept Plan is related to that assessment and to ensuring that UTS is able to continue providing quality education into the long term. The consideration of future use options for the site or parts of the site includes for residential redevelopment. Other parts of the site, most notably the architecturally well regarded original campus complex, are being examined for re-use.

Throughout this report the terminology “Kuring-gai” has been adopted to more closely align the text with the widespread use of the word. It had been a deliberate policy of the CAE to use “Kuring-gai” as a simpler form of spelling. This policy has been continued by UTS.

1.2 Project Formulation

Following the UTS decision to proceed with an application for rezoning, CRI Australia Pty Ltd was appointed to manage the process. A multi-disciplinary consulting team of environmental, landscape, heritage, planning and urban design professionals were appointed evaluate the site and prepare material for the application. This team has explored a wide range of issues, consulted widely with relevant agencies and stakeholders and developed a thorough and multi-disciplinary understanding of the constraints and opportunities presented by the site, the landscape and the existing building stock.

Indicative Development Schemes were progressively developed and evaluated within the project team and through a series of regular consultations with an appointed Community Reference Group. The CRG was progressively advised of the results of the emerging research and evaluation of various characteristics and issues related to the site and its future use. Consultation was also undertaken with officers of Kuring-gai Council, who also participated in the CRG as an observer. A second CRG series is currently being run by the Department of Planning for the State Significant Site Amendment/Concept Plan process.

In addition, the opportunity was taken to consult in detail with the original Project Architect, David Don Turner, and Landscape Architect, Bruce Mackenzie. They provided invaluable information and understanding of the nature of the original project concepts and of the work undertaken to achieve the extraordinary relationship between buildings and landscape. They then participated in a series of workshops during which a number of development concepts were explored, tested and refined, leading to the current proposal. Their contribution ensured that the current concept design and rezoning proposal extends and continues, to the greatest degree possible, the original conceptual basis for the former William Balmain Teachers College.

1.3 Current Heritage Listings

The UTS Kuring-gai Site is not currently listed on any statutory heritage registers at Local or State level.

The Site was entered as an "Indicative Place", on the *Register of the National Estate* (RNE). Inclusion on the *Register of the National Estate*, particularly as an Indicative Place, imposed no statutory heritage management or planning obligations on non-Commonwealth property owners or managers. It was a recognition of the cultural heritage qualities of the place.

With the introduction of new Commonwealth Heritage Legislation on 1 January 2004, the Australian Heritage Commission ceased to exist and was replaced by the Australian Heritage Council. The operative Commonwealth legislation is now the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act). This Act controls heritage issues in relation to two classes of places, National Heritage Places and Commonwealth Heritage Places. It generates no statutory heritage management obligations on non-Commonwealth owned properties. The UTS Site is not Commonwealth owned and is unlikely to be included in the register of National Heritage Places. The *Register of the National Estate* remains operative as a list of places with recognised heritage values, but it has no statutory power to manage those values.

The UTS Kuring-gai Campus has not been entered on the *NSW State Heritage Register* (SHR).

In November 2003, Kuring-gai Council voted to prepare a Heritage Assessment of the UTS Kuring-gai Campus Site, and if merited to prepare and exhibit a Draft LEP for listing as an Item of the Environmental Heritage on the Kuring-gai Planning Scheme Ordinance. Until any such assessment and LEP listing process is completed, there are no formal or statutory heritage management obligations on the site.

In February 2004, Council appointed an independent heritage consultant consortium to prepare a Heritage Assessment of the Campus and advise Council of its potential for listing. The Heritage Assessment prepared for Council and this Report should be read in conjunction with each other.

The UTS Kuring-gai Campus has been entered on the *RAIA List of 20th Century Buildings of Significance*, in recognition of its architectural qualities. The RAIA first recognised the Campus buildings (Stage One) in 1971, with a Merit Award. In 1978, the College (completed to Stage Three) received a Sulman Award. Inclusion within the *RAIA List of 20th Century Building of Significance*, or the award of any prize by the Institute, imposes no statutory heritage management or planning obligations on the site. It is a recognition of the architectural qualities of the complex.

The UTS Kuring-gai Campus, is not currently Classified by the National Trust of Australia (NSW). Classification by the National Trust imposes no statutory heritage management or planning obligations on the site. It primarily recognises the architectural and heritage qualities of the complex.

1.4 Relevant Documentation

In preparing this Heritage Impact Assessment report, the authors have relied on the *Heritage Assessment and Conservation Strategy* report prepared by Graham Brooks and Associates, Heritage Consultants, in May 2004.

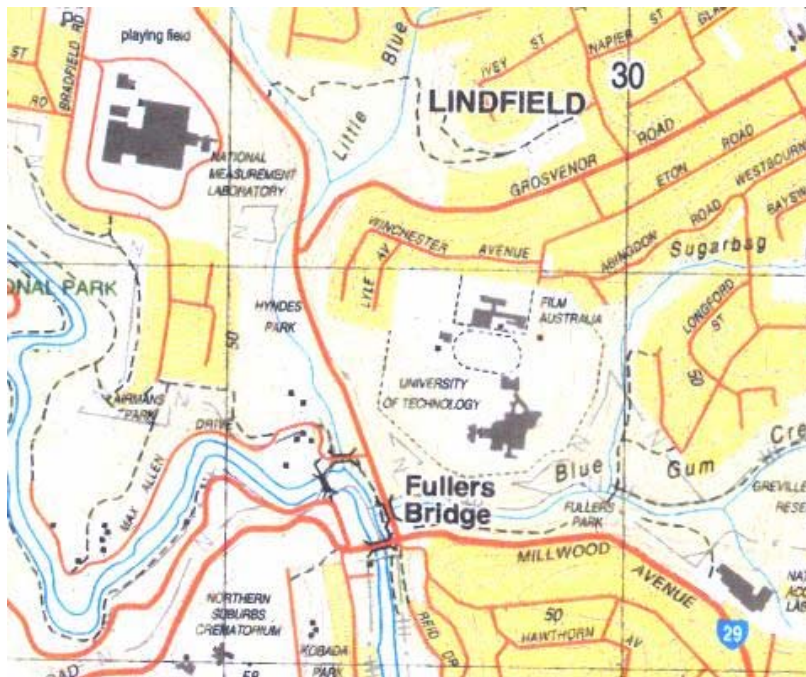
Relevant site Development Schemes, prepared by DEM have been referred to during the preparation of this Assessment.

1.5 Authorship

Graham Brooks, Director, of Graham Brooks and Associates Pty Ltd, Heritage Consultants prepared this Heritage Impact Assessment report.

1.6 Site Location

The UTS Kuring-gai Campus is located off Eton Road, Lindfield, in northern Sydney. Millwood Avenue, Lady Game Drive and Winchester Avenue bound the general area.



Site Location

2.0 Historical Summary

The historical analysis prepared for the Heritage Assessment and Conservation Strategy provided a detailed understanding of the historical development of the site. This is summarised below to enable this document to stand alone.

2.1 19th Century Pastoral Uses and Land Ownership

2.1.1 Early Days, 1806

The site originally formed part of a one thousand acre parcel of land promised to settler William Henry by Governor William Bligh. In 1806, Governor Bligh offered Henry the position of principal overseer of public works, together with 1,000 acres of land situated on the north side of the Lane Cove River. Henry immediately took possession of the land.

In 1813, he received a grant of forty acres from Macquarie, adjacent to his 1,000 acre property, and by December 1828 was able to lease a further 1,000 acres adjoining the land promised by Bligh. Within a short space of time Henry sold his 40 acre grant and moved his family and business wholly onto the leased 1,000 acres and Bligh's 1,000 acres.

In addition to land clearing, cultivation and rudimentary construction of Millwood Farm, he claimed responsibility for the construction of three roads or tracks in the local area. Henry is believed to have made Fullers Road in about 1814 as an access way to the river.

2.1.2 Jenkins Estate, 1869

Thomas Jenkins acquired a significant part of William Henry's original holdings, including the forty acres granted to Henry by Macquarie and portion 441, granted to him in 1869. The adjoining Portion 440 was granted to him on 29 August 1872. Their farm, radiating outwards from the present day administration area of the Lane Cove National Park, was the cornerstone of a noted market enterprise, with the produce of their orchards and livestock sent to Sydney via the family riverboat *Nellie* on the Lane Cove River to the fish, fruit and farm produce markets in York Street. Following his death in 1890, the lands were held by his widow Maria, who also acquired another grant, of one acre, one rood and twenty-one perches, in March 1895.

In May 1914 a transfer of mortgagee occurred, from William Plunkett to the Perpetual Trustee Company Ltd, with the mortgage itself discharged shortly thereafter and a subsequent mortgage taken out in July 1914, from Maria Jenkins to Wilhemina Stewart Hogan of Strathfield. Throughout the 1913-1914 period, the transferral of numerous lots was recorded.

2.2 Commonwealth Ownership, 1915

A gradual process of resumption on the part of the Government commenced during World War One, and added to Crown holdings sporadically until 1939.

On 18 May 1925, the Commonwealth of Australia laid further claim to land in the Lane Cove area. It included land granted to Maria Elizabeth Jenkins in 1895, as well as Lots 17-20 purchased by John Jenkins in 1914.

The Commonwealth used part of their overall site as a rifle range following the resumption. The exact location of the range has not been identifiable from the available documentary research, however it is unlikely to have been on the flatter ridge-top land now occupied by the UTS Campus.

Commonwealth uses remain on the site to the north of the UTS campus, where Film Australia continue to occupy a series of buildings within a rectangular site. Some of these buildings appear to date from the immediate post World War Two years, when they may have been used as an Army training facility. The remainder of the current buildings were erected progressively over the latter decades of the 20th century.

The Film Australia complex utilises the same roadway entrance from Eton Road that is shared with the UTS campus.

2.3 William Balmain Teachers' College, Balmain, 1946

The William Balmain Teacher's College began its life in the suburb of Balmain in 1946, occupying the buildings formerly known as the Smith Street School. It opened in 1887 and served as a public school until 1945, with only a small interruption of activities from 1890 to the beginning of 1915 when it was known as a Superior Public School.

As early as 1956 the poor educational conditions across the state became a subject for discussion at the NSW Teachers' Federation conferences. In that year a motion was passed to intensify a campaign for new teachers' colleges to be built in NSW, including one at Wollongong, but it took a further fifteen years before a Commonwealth grant provided an opportunity to achieve this proposal.

Kuring-gai was part of what became a family of bushland campuses built throughout Australia in the late 1960s and 1970s that were linked through their siting and designs. Such institutions included the Macquarie University in the nearby suburb of Ryde, Mitchell College of Advanced Education in Bathurst, the Townsville Teachers' College (later College of Advanced Education, then James Cook University), Curtin University in Western Australia, and Griffith University in Brisbane, Queensland.

2.4 Site Selection, 1955 - 1967

Dr Harold Wyndham, Director-General of Education in NSW between 1952 and 1968 indicated in 1955 that a new site for the Balmain college had been under consideration and that a possible new site had been identified. He was apparently aware that the Chatswood Rifle Range had been abandoned by the Army and possibly available for purchase by the State. Although a number of alternative sites were considered for a possible teachers' college on the North Shore, it is apparent that Wyndham had already determined that the old rifle range site would be the most suitable. The land was transferred from the Commonwealth to the NSW Minister of Education on 3 February 1961.

By 1964, there seemed to be a widely held belief within the staff at Balmain that their new college would inevitably be erected at the Chatswood site. Despite his strong support for the selection of the site, lack of funding meant that the new college was not erected until after Wyndham had retired.

The 1963 choice of Ryde as the site for the new Macquarie University may have also influenced the choice of the former Chatswood Rifle Range site. By the early 1950s some 42% of the first year enrolments at Sydney University came from the greater North Shore area, stretching from Hornsby to Warringah. On 14 February 1967 the Government formally announced that the Balmain Teachers' College would be relocated to Lindfield.

2.5 Project Formulation, 1967

On 14 February 1967 the Commonwealth Government announced the provision of \$7.5 million in unmatched grants to the NSW Government for the building of three new teachers' colleges, at Kuring-gai, Goulburn and Newcastle.

From 1967 David Don Turner, an Architect within the NSW Department of Public Works, was administratively responsible for the architectural supervision of the new colleges at Newcastle and Goulburn. He was however personally responsible for the design of the new Lindfield college.

The planning and design of the new Kuring-gai College was thus carried out simultaneously with that for the two other institutions. The architectural imagery for each college varied considerably from its sisters, due in part to discussions held with existing college staff to determine their individual needs: The William Balmain College was intended as a secluded structure, to be set discreetly within the natural landscape rather than creating a visual impact. As the third of the colleges, William Balmain would keep the focus on secondary teachers, specialising in science-related disciplines.

2.6 Architectural and Landscape Design

The William Balmain Teachers' College at Lindfield blended the influences from both the Sydney School and the New Brutalism streams of architectural thought that were a major feature of Australian architecture for two decades from the late 1950s.

The original design concept was for a strong and close interaction between architecture and landscape. As a complex structure, the college both blended into the landscape as well as provided contrast. The landscape of the site ranked of equal significance in design terms as the buildings, arguably the element on which the success of the site depended. Throughout the site, the topography, rocks and trees were key factors in the placement and composition of the built environment. The preference for native species, capable of flourishing in a harsh environment, was a pragmatic as well as ideological one. Bruce Mackenzie's intervention as the Landscape Architect, was deliberately minimal, so that the completed building nestled as much as possible into the cradle of an intact and genuine landscape.

The design of the college itself strongly reflected international trends from its inception in 1967, with the government keen to demonstrate a modern outlook in both teaching college facilities and methodologies. The ideology in place for the new teacher colleges sought to address individual needs of each site, while advocating the most advanced architectural pedagogy.

Above all, David Turner regarded the Kuring-gai project as a wonderful opportunity to produce a building in a strong bushland setting, one that created a strong imagery within its architectural expression, while respecting the surrounding bushland. He chose to push the building to the edge of the southern escarpment, providing space for an extended entry to differentiate the college from its surrounding residential backdrop.

2.7 Stage One, 1971

As early as September 1967, Minister for Education Charles Cutler announced that sketch plans for the new college had been completed. On 13 December 1968, *The Sydney Morning Herald* carried an announcement by the Minister for Education that a contract had been let to build Stage One of the project. He said that the contract was the biggest ever approved by the Education Department. Stage One was to consist of lecture rooms and facilities, a library, an art-craft centre, TV studios, playing fields and temporary administration and students' union facilities.

Before construction work commenced the construction area was clearly marked out on site and all the trees labelled as either 'to be removed' or preserved. Access routes and open areas had been carefully planned on the basis of vegetation that was worthy of being preserved. Just before construction commenced, a severe bushfire razed most of the site, and destroyed the vast majority of the vegetation.

Students began to occupy the campus in 1971 due to the overcrowding on the original Balmain College site, despite the construction works still uncompleted. This echoed the early days of operation of the original Balmain Teachers' College, which had also seen its first students studying amidst the construction works and debris. Relocation was imperative given that in 1971 about 900 students were crammed into Balmain, which had been designed for 200 students and could at best accommodate 400. In consequence, Stage One of the Lindfield campus commenced classes in mid 1971 with a skeleton staff. The library was not opened to the students until six weeks before end-of-year exams.

The success of the design of the Kuring-gai campus earned a Merit Award from the RAIA NSW Chapter for Commercial and Public Buildings in 1972, and an Honourable Mention in 1973 in Japan.

2.8 Stage Two, 1972

The construction of Stage Two followed almost immediately on the completion of Stage One, with the expectation that Stage Three would be hard on its heels. Stage Two added an Assembly Hall, Students' Union, offices and more lecture rooms. It was anticipated that the Stage Two construction phase would complete the Lindfield College, to be used by 900 students, bringing the total Government commitment for teachers' colleges at Lindfield, Goulburn and Newcastle to \$15.5 million.

On 1st July 1973 it was announced that the College would become autonomously governed and multi-purpose, in a clear departure from its hitherto existing role as a teacher training college. By 1974, the William Balmain College had become the Kuring-gai College of Advanced Education, despite opposition from the Principal, who felt that teachers' colleges needed to retain their identity as separate institutions rather than being absorbed into the multi-purpose Colleges of Advanced Education. The name change also served to identify the college with its location and its surrounding community

2.9 Stage Three, 1976

David Turner's association with the college continued over an unusually long period. He had left the Public Works Department by the time Stage Three, which comprised the Gymnasium and additional teaching spaces, was completed. He did the design and documentation of Stage Three but had no direct involvement with the construction. In total, the Stage 3 Gymnasium block cost \$1.2 million.

In 1978 the by then Kuring-gai College of Advanced Education was awarded the Sulman Award by the NSW Chapter of the Royal Australian Institute of Architects. This is the highest level of recognition given by the NSW Chapter.

2.10 Stage Four, 1980

David Turner recollected that he was involved with the design of the Dining Terraces in 1977. Stage Four also comprised a small structure that linked the northern extension of Stage Two with the Greenhalgh Theatre, as well as more lecture rooms and a staff office wing.

Other changes to the site in this period related to car parking at the campus: in 1979 development consent was given for an 120 space extension to the north western car park, and in 1983 another 32 car spaces were approved. The layout of the north western carpark was carefully undertaken to protect the main trees.

2.11 Stage Five, 1988

The design of what became known as Stage Five commenced in 1984, with the appointment of David Turner as architect for additional lecture rooms and offices. This four storey section was also to provide additional teaching facilities as well as accommodation for the Student Union. The Director of the Department of Planning and Environment approved the DA in December 1985.

With Stage 5, the decision was taken to again expand the original footprint rather than opt for a separate building envelope. Although the south western location was favoured, the new wing was closely connected back to the original circulation spine, bringing it directly within the architectural frame of Stage 1.

2.12 Subsequent Works, 1990

In May 1990 DA 2517/90 for a new 40 place Child Care Centre was approved by Kuring-gai Council. An amended application (DA 01442/90) was lodged in September 1990 and approved in October. The single storey child care centre, designed by David Turner was erected to the north-west of the main oval. It was extended in 1996-98, with Howard Tanner as the Architect.

Other DAs lodged in 1990 were for an access road (DA 2562/90) and an extension to the car park (DA 2490/90). The car park extension was approved in 1991 and the access roadway in 1993.

A 1989 site plan drawing, held in UTS archives, indicated that there was active consideration being given to future expansion of the College buildings. Four potential new building footprints were being explored, each as an extension of the original concept, with free standing wings connected by walkways back to the main complex. In this way the buildings would continue to be contained within the landscape, rather than dominating it.

The four opportunities were:

- Directly to the west of Stage Five
- To the south-west of Stage Five
- To the east of the original Stage One main entry
- On the eastern slopes below the main car park

David Turner also commented, in March 2004, that there was active consideration being given to the construction of student housing on the flat section at the north western corner of the site. He had prepared sketches for these in 1989.

2.13 UTS Initial Upgrading, 1989-95

In 1989, the then Kuring-gai College of Advanced Education was amalgamated into the University of Technology, Sydney (UTS). This process completed the long term transition of the campus from a centre of teacher education to a multi disciplinary tertiary facility. A considerable effort was expended over the next few years to integrate the new campus with the existing campuses at Gore Hill and Haymarket. The original William Balmain College at Kuring-gai was planned for the equivalent of 900 students. By 1990, with the new UTS, there were some 3,790 students in either part time or full time study. Staff numbers had reached over 370.

When UTS decided to move forward with the architectural design for the Library it called for competitive bids from a number of architectural practices. This reflected a new direction for public agencies in the early 1990s, where long standing relationships with the NSW Government Architect's Office were broken and design services could be arranged with external providers.

DA 3659/93 was lodged in June 1993 and approved in December. The project architects were Stephenson and Turner (no relation to David Turner). The revised program comprised infilling the Level 3 car park under the existing Library, with new glazing to the east elevation. The north-west car park on Level 3 was reduced in size and the car entry from the east blocked off. New air conditioning was mounted above level 5, and various internal refurbishments carried out. Also undertaken at this time was a new pre-fabricated, boat shed near the Child Care Centre (DA 3572/93).

In May 1993 the Development Application for the alternative access route was submitted to both Council and to the NPWS for comment and approval, with the University agreeing with Council requests to limit traffic entering from Eton Road following the completion of the proposed access road, as well as to enter into a conservation agreement for an area of the campus. In August, Council elected to approve the Application providing certain conditions were met, but NPWS did not approve of a Review of Environmental Factors, and demanded an Environmental Impact Statement.

Approval was eventually granted for an access road from Lady Game Drive in 1998. Concerns remained however within NPWS, with regard to traffic and engineering issues and among environmental groups. The approval lapsed in 2003.

David Turner was associated with the development of the college buildings over a period of more than 20 years. He was involved with the design and supervision of the college until he left the Government Architect's Branch in 1973. In 1974 he was given the task of completing the design and documentation of Stage Three, the Gymnasium and teaching spaces for his former office. In 1975 the College appointed him architect to work in close cooperation with their in-house architect, David Lake, who was in charge of maintenance and minor works. Further commissions followed, which included Stage Four, further lecture rooms and offices, then in 1977, the Dining Terraces, 1984, Stage Five with more lecture rooms and offices and in 1985, Child Care Facilities.

2.14 Major Reorganisation, 1996

By 1995, an audit by UTS staff had identified considerable amounts of vacant space within the buildings, with 30% recorded as idle.

As an outcome of this audit, a large scale internal reorganisation was carried out at Kuring-gai to create new teaching spaces and facilitate a new academic and administrative structure. This was a further step in the integration of the UTS Haymarket, Kuring-gai CAE and ITATE operations. The plan was to create three major concentrations of use within the existing buildings.

The works were required to be undertaken during the 12 week summer vacation at the end of 1995. The tight programme was of such concern to the UTS project managers that they broke the works into three packages for separate building organisations to undertake. The project architects for the this work were Brewster Hjorth.

In essence the project comprised the following:

- Relocation of the Nursing Faculty from Gore Hill into the western section of the complex.
- Consolidation of the Business Faculty into the north east section of the complex, including on the level above the Gymnasium.
- Consolidation of the Education Faculty into the south eastern section of the complex.

In addition, the Student Union moved from its main location in Stage 5 to its current location. It was to be expanded in 1998 with the construction of the mezzanine floor. The majority of the senior administration were relocated back to the Haymarket campus.

Remaining works were largely confined to the internal sections of the buildings and had little effect on the internal corridors or main public spaces. The internal alterations, which were sympathetic to the existing structure, were estimated at \$3.5 million, and included new partitioning, upgraded communications, fire alarms, air conditioning, services and features such as lighting.

The following year, 1996, a telecommunications facility was added, along with a Telstra mobile phone base.

An extension was added to the Child Care Centre, designed by Howard Tanner, in 1996-98.

A series of other works were also carried out on the campus site in the last years of the century. These included progressive upgrading for building code compliance, re-roofing of some 60% of the roof membranes, smoke detectors, exit and emergency lighting, new seats and carpets in the main auditorium.

2.15 Operational Review by UTS, 2003

In 2003 UTS decided to undertake a major review of the Kuring-gai campus, as part of its general review of operations and accommodation.

CRI Australia Pty Ltd was commissioned to prepare a planning study to investigate options for the future of the property, including its potential rezoning and the development of an accompanying Indicative Development Scheme. This investigation will be taken into account by UTS during the overall review. The Heritage Assessment and Conservation Strategy is part of that research.

3.0 The Current Site and Buildings

3.1 The Context of the Site

The UTS Kuring-gai Site is located on a ridgeline set above the Lane Cove River, and partially surrounded by bushland that is part of the eastern extremity of the Lane Cove National Park. The eastern, southern and western edges of the site that fall into the valleys above the Lane Cove River and comprise heavily wooded bushland. To the north of the site lie the established residential areas at the end of Eton Road and its associated road network. A rectangular parcel of Commonwealth land, occupied by Film Australia, lies between the Campus and the adjoining houses.

The site is approximately 20.8 hectares in size and houses a variety of buildings, parking areas and outdoor recreation areas and playing fields. When viewed across the valley from the main roads and residential areas to the south, the Campus building complex confidently presents a strong built imagery on its ridge top site above the natural bushland.

The Campus currently houses a range of university activities including nursing, leisure and tourism, teaching and law. The whole site was originally master planned by David Turner and Bruce Mackenzie, as part of the Public Works design team. The buildings were located on ridge top with natural outcrops of sandstone. The site adjoins the Lane Cove National Park on three sides. Part of the site is currently natural bushland and topographically steep, limiting its development potential.

3.2 The Building Complex

In *Australian Architecture Since 1960*, Professor Jennifer Taylor described the College buildings:

This is a rangy complex related along a generous circulation spine that edges the crest of a hill. The building is set in a bushland site surrounded by a State park. In its siting, planning organisation and rugged use of off-form concrete, it can be compared to Andrews' Scarborough College, Ontario, 1963. The site planning ...is sensitive with the building located on a rocky plateau so as to preserve as much of the fine natural vegetation as possible. The building is staggered over five levels and its craggy forms are visually tied to the setting. Its bulk is broken up by raised terraces and small units such as sun hoods that interrupt the planes of the façade. But it is the unified statement of buildings and landscape that gives the building its conviction. The landscaping by Bruce Mackenzie brings the bushland up to, around and through the architecture.

The buildings are sited to minimise impacts on the landscape in a series of elements leading off a generous circulation spine. The buildings incorporate sun shading devices and natural ventilation principles are constructed of off form board marked concrete with brick infill. A number of interesting interior spaces results and a series of roof top gardens look out over the valley.

3.3 The Landscape Context and Playing Fields

The *Register of the National Estate* listing summarised the campus landscape as:

Typical of the ridge and gully country of this area, consist[ing] of a sandstone ridge which drops steeply away on three sides to two small tributaries of the Lane Cove River. The indigenous vegetation cover, undisturbed over half of the site, consists of open forest with some woodland. A diversity of plant communities is found, a result of the variation in topography, soils and aspect on the site. Within this range of habitat numerous species of bird and some amphibians, reptiles and small mammals are found.

3.4 Condition and Integrity

At present, the site has a high degree of integrity, with the built structures in generally good condition, although roof elements have been significantly altered and the condition of the concrete in some areas requires attention. While there is continual maintenance of the grounds, some small incidence of exotic plant and animal species has been gradually encroaching on the site in localised areas, due principally to nearby urban development. The Greenhouse sun-shading louvres need maintenance.

The majority of the interiors of the buildings have been reworked on at least one major occasion, however most of that work was confined within office and teaching areas. The major public areas have remained largely intact and in a well maintained condition, although details such as light fittings, directional signage, fire fighting equipment, drinking fountains and emergency signs have been updated. Minor problems are related to the installation of surface mounted conduit and additional fittings in some of the public areas.

Due to the failure of the roof membrane over the years most of the original planting has been removed, as has a majority of the original access tiles laid over the membrane. Some of the old paving over the membrane has been replaced with a stones or a few potted plants, while some sections of steel roofing has been added to the Library, along with air conditioning pipe work.

The surrounding bush to the east, south and south west of the main buildings is in relatively fair condition, having rejuvenated from the last major fire in 1994. There is evidence of weed infestation in places and a build up of ground cover near the buildings to the south west. The bushland needs on-going horticultural management for public safety.

4.0 Assessed Heritage Significance

4.1 Statement of Heritage Significance

The Statement of Significance developed in the Heritage Assessment states:

The former William Balmain Teachers College, now the UTS Kuring-gai campus was a component in the late 1960s development of tertiary level teacher training in NSW. It was one of three major new teacher training centres at the time, the others being at Newcastle and Goulburn, in recognition of a need for greater numbers of qualified teachers within the State school system. Its initial association was with the well-known Teachers College from Balmain to a new campus in Lindfield. Subsequently it became the Kuring-gai College of Advanced Education and more recently as the Kuring-gai campus of the University of Technology Sydney, indicating the progressive integration of teacher training into mainstream tertiary education.

The College is associated with the institutional building design programme of the Government Architect's Office, most notably with its design architect, David Don Turner, who was closely involved in the design work for all of the major stages of work from 1968 until 1989. The natural bushland character and setting of the campus is also closely associated with the well known and influential Landscape Architect, Bruce Mackenzie and Associates.

It may be considered important at a State level for its strong Post War Brutalist architectural expression, its close and confident relationship between architecture and its bushland setting, its adoption of the internal street and compact organisational planning and the level of design continuity that came from the involvement of the original design architect in all major stages of development. The college was conceived as an "Italian Hill Town", set confidently on a prominent wooded ridgeline, designed to be viewed from a distance, while retaining the majority of the original bushland setting to the east, south and west, by the use of a compact building footprint.

The new College was designed at a time when the suburban expansion of the Northern Suburbs of Sydney were pushing out from the Federation and Interwar settlement of the ridgelines into the surrounding heavily wooded sloping topography. The Sydney School of Architecture, known from the work of a number of pioneer architects and landscape design professionals, developed a strong affinity with and respect for the bushland settings of the many houses that epitomised this movement. At an institutional level, the College translated these ideas into a major educational complex.

The College introduced the concept of an internal pedestrian street as a major planning device for educational buildings in NSW. This had been used internationally in such places as Le Corbusier's housing development in Marseilles and Andrew's Scarborough College in Toronto. It responded well to the requirement for a close interaction between students and teaching staff. It also facilitated the minimal use of the bush by students, letting the natural bushland come as close as possible to the buildings as a visual backdrop, visible through large windows. The setting reveals the success of its carefully managed construction techniques that protected the surrounding natural landscape. It is an excellent example of how bushland management can encourage regeneration after major fires and construction intervention.

The College may be considered significant at a local level for its associations with the thousands of students, teaching and administrative staff since it was initially constructed in 1971. It has positive associations with the wider Kuring-gai community who utilise its community facilities, with the architectural and landscape architectural community for its strongly expressed design and planning principles, and with the wider public who see the main buildings rising above the bushland setting from the south east. The College was recognised for its architectural, planning and landscape qualities. It was awarded the Sulman Award for architecture in 1978.

The overall site is not expected to yield additional information about prior usage or of former ownership patterns. Given that the original settlement function was orcharding, followed by Commonwealth development of the rifle range, the site is unlikely to contain any material of historical archaeological significance.

4.2 Curtilage

There are two particular aspects of curtilage identified in the Heritage Assessment:

- Those related to the campus as a whole
- Those related to the immediate context of the main buildings.

The curtilage of the site as a whole is an important factor in future conservation, management and additional development. The site is clearly defined by its entry from Eton Road, the adjoining residential and Film Australia lands and the surrounding bushland on the east, south and west.

It should be recognised however that a large percentage of the overall site has been developed for either buildings, roads, parking areas and pathways, recreational facilities or grassed areas. All these have required intervention into the natural bushland of the overall site.

The immediate curtilage around the main building complex varies in its current form from the bushland setting on the south and west, to the developed areas on the immediate north west and east. In discussion with David Turner and Bruce Mackenzie in March 2004, it became clear that the most important curtilage for the buildings was the direct interface with the bushland. This occurs on the north, south and west of the building, against Stages One, Two and Five. The curtilage to the north west and east, relative to the recreation areas, was not regarded by either as being of the same significance. The relationship was only functional, given the original project brief requirement for the Oval and Tennis Courts to be located in relatively close proximity to the buildings and with roads and car parks developed at the other interfaces. Neither David nor Bruce regarded the recreation areas as being as significant as the bushland on the other faces of the buildings.

5.0 Conservation Strategies

5.1 Conservation and Development of the Overall Site

In the context of the State Significant Site Amendment/Concept Plan proposal and in the absence of any listing on Federal, State or local heritage registers, the Heritage Assessment and Conservation Strategies report identified the following strategies that should reasonably be applied to the whole site.

Several key strategies have emerged as part of the conservation, re-use and development of the overall site. These have emerged in part from the Heritage Assessment in combination with a number of other specialist studies of the site and in part from a series of workshops which included the participation of David Turner and Bruce Mackenzie, in addition to CRI Australia, DEM and Graham Brooks and Associates, in early 2004.

- 1 New development on the site should be largely contained within the areas that have already been developed for either buildings, roads and parking areas or recreation facilities.
- 2 The strongly defined bushland character of the site should be retained and the close integration of major buildings with the bushland, primarily by way of sharply defined edges and interfaces, be regarded as a core principle for future development.
- 3 The bushland edges of the site should be regarded as a community asset and be available for as many members of the on-site population as possible. Close visual connections within the surrounding bushland are preferred to direct physical access, if the natural qualities of the bushland are to be protected.
- 4 The existing buildings should be largely retained, with uses that support its on-going conservation and relevance to the wider community. Re-use of the main building complex should respect its architectural character and integrity.
- 5 The existing roads and parking areas, combined with pedestrian pathways and stairways, particularly within the eastern and southern portions of the site should be retained and re-used where possible.
- 6 The introduction of new roads within the area identified for development should be reduced to the minimum necessary for residential and emergency vehicle access.
- 7 The introduction of new roads or landscaped road reservations into the bushland should be restricted to those required for emergency and fire fighting vehicles.
- 8 The embankment below the existing Oval, that delineates the change in levels in that part of the site should be retained as a significant site feature, although some limited modification is permissible.
- 9 Any new semi formal common open space should be located near the entry road to retain the contrast with the retained bushland character around the edges of the site.
- 10 New buildings or extensions to the existing building complex should not be erected to the east, south or south west of the complex. In these locations new building elements would obscure the original architectural imagery, alter its profile on the skyline or reduce its immediate relationship with the surrounding bushland.

- 11 New development is acceptable, in principle, within the zone extending to the north west of the main building complex, including on the Oval, Tennis Courts and north western car park. The zone to the north east, associated with the existing car parks, roads and adjacent existing residential development, is also considered appropriate for development.
- 12 New development should be arranged on site in a manner that respects the philosophy of a strong interface with the edge of the surrounding bushland, with the main pedestrian and vehicle access routes being located away from the bushland edges. New parking should be underground to minimise additional impacts on the site character. Building footprints and circulation routes should be compact to reflect the scale and compactness of the original college layout and maximise opportunities for new or retained natural landscape. New development should respond to the existing topography of the site.
- 13 New development to the north west of the main building complex should include a network of pedestrian ways that connect to the original pedestrian street and link the new development into the public functions or new uses of the existing complex. These pathways might be partially enclosed and partially open within the circulation networks of the site.
- 14 New development on the boundary north-western car park should be scaled to respond to the surrounding residential areas. Major trees should be retained if possible. New roadways should respond to the location of major trees.
- 15 New development on the site, with the possible exception of single houses on the north-western and integrated houses in the north-eastern extremities, should achieve a unity in design and external materials that reflect the unity of the retained college buildings. This is not to say that the architectural style or external materials should be replicated, but that the sense of a unified development character and imagery should be achieved.
- 16 Future construction management activities should be modelled on those utilised during the initial development stages, to minimise the extent of any damage to existing bushland and maximise the potential for regeneration. Limited clearing of the bushland edge interface to new or existing buildings in order to reduce fire damage, should respond to the techniques used to the south of Stage One, with limited areas of grass and stone retaining walls.
- 17 Careful management of the bushfire asset protection zones will be required to retain as much of the bushland character as possible, within constraints for controlling fuel loads under the tree canopies. New fire fighting vehicle access routes across the bushland frontage of any new or existing development should be limited to fire trails in preference to public roadways.
- 18 There is no requirement to retain the existing child care centre or outbuildings located to the north west of the Oval, although this facility may be relocated on site.
- 19 There is no requirement for the retention of the Oval and Tennis Courts on site, given the most likely future change in or departure from an educational focus.
- 20 If the Gymnasium building is removed or extensively adapted, the facilities could be relocated on site.
- 21 Any future use or redevelopment of the site should include a reliable and enduring procedure, appropriately resourced, for the management and maintenance of the site's landscape qualities.

Other conservation strategies were developed for the future re-use of the main building complex. These are not relevant to the current State Significant Site Amendment/Concept

Plan application, but will provide future guidance if and when the project proceeds to that stage.

6.0 The Proposed Rezoning

The State Significant Site Amendment/Concept Plan is illustrated in the Development Scheme prepared by DEM and described in detail in the documentation submitted by CRI Australia. The Development Scheme has been prepared to indicate the form of development that, based on the research undertaken by the project team, is considered acceptable from an environmental, heritage and landscape management perspective, should the site be rezoned.

DEM, the Urban Design and Landscape Architects for the project have produced the following Vision Statement for the Concept Design.

The UTS Kuring-gai campus site exists as testimony to the visionary work of architect David Don Turner and landscape architect Bruce Mackenzie. Turner and Mackenzie's approach was to harmoniously blend the built structures and the natural environment. They minimised the area occupied by buildings to ensure that as much as possible of the existing bushland was left intact. This approach guaranteed that the intrinsic qualities of the site - the landform indigenous plants and rock outcrops - were preserved and celebrated as integral components of the campus.

The vision of Turner and Mackenzie produced a unique Australian campus that was visually reminiscent of the hilltop town in a bushland setting.

The new vision for the UTS site builds upon the original design vision of Turner and Mackenzie. It respects the principle of a compact arrangement of buildings that maintains and enhances the existing bushland.

The Indicative Development Scheme is structured to create:

- *A liveable and rewarding residential community;*
- *A place which provides its people with a sense of purpose of culture, learning and opportunity; and*
- *A community which pushes the boundaries on ecological sustainable development for its individual buildings, parks and gardens.*

It is essential that through careful and considered management of change, the Indicative Development Scheme embraces both the original designer's concept of the hilltop town, and the design of a safe and attractive community.

In heritage terms the following aspects are of particular interest.

1. The main building complex, with the exception of the Gymnasium (Stage 3) of the original development, will be retained and re-used for educational, commercial, community, neighbourhood retail and other appropriate uses.
2. The original Stage 3 Gymnasium is illustrated as being replaced with new residential accommodation. This is considered to be acceptable although a future detailed design of this precinct may enable part of the Gymnasium building to be retained and re-used.
3. The original Stage 5, at the western end of the original Stage 1, may be converted to residential. This may result in some modification of the existing external façade treatment of openings and projections, to be managed within design guidelines.
4. The vast bulk of the existing natural bushland surrounding the complex, to the east, south and west of the major buildings will be retained. There will be some intervention in the areas that must be modified to serve as a bushfire Asset Protection Zone. Some of this upgrading will be required under current legislation, irrespective of whether the site is rezoned and the buildings re-used. Future fire trails that are required for bush fire management will take on a natural appearance, avoiding the use of hard paving.

5. Areas of sensitive flora and fauna will be protected. Stormwater management and run-off into the surrounding bushland will be greatly improved.
6. New roads will be severely limited, with most the proposed vehicle access utilising existing roads. The existing bus turning circle will be retained. Large buses will continue using the current arrangements.
7. New building development will be largely contained on areas that have already been developed as part of the College, primarily as playing fields and recreational facilities. This will extend to the north-western most corner of the overall site, into the area currently used as a surface carpark.
8. A series of medium rise residential buildings will be located in the zone extending to the north-west of the main building complex. This zone has been identified as of lesser significance than the surrounding bushland.
9. Several buildings will be located on the existing north-eastern carpark.
10. A small number of free standing and integrated dwellings will be located in the degraded bushland immediately adjacent to the existing adjoining residential houses, on the north-east corner of the overall site.
11. An area of active public open space will be located adjacent to the entry to the site from Eton Road.

7.0 Assessment of Heritage Impact

The NSW Heritage Office publishes a series of criteria for use in evaluating the likely heritage impact arising from a proposed development. The direction of the evaluation depends on the heritage significance and formal listing of the place and on the nature of the proposed development.

While these questions are normally only applied to listed heritage items, the analysis undertaken is informative despite there being no formal heritage protection for the site.

7.1 Assessment of Impact from the Rezoning

This section examines the likely impact on the significance of the site that might arise from the State Significant Site Amendment/Concept Plan of the site, but in the absence of any actual physical development.

In undertaking this evaluation, it has been assumed that the current educational and operational activities of the UTS campus can continue within the new zoning framework.

Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?

Graham Brooks and Associates, Heritage Consultants, has been actively engaged in the entire programme of preparing the rezoning application for submission to Kuring-gai Council. In particular the role of the heritage consultant has included:

1. Preparation of an in-depth Heritage Assessment of the site, combined with the formulation of Conservation Strategies for a possible future development, should there be a change of use and ownership of the site.
2. Detailed consultations with David Don Turner, the original project architect and Bruce Mackenzie, the original Landscape Architect, to ensure that the understanding of the site and its heritage significance were soundly based.
3. Research into the current heritage management and listing framework as it applies to the site.
4. Detailed participation with CRI and DEM, in addition to other members of the project team, as the constraints and opportunities for the site were progressively identified and the Indicative Development Scheme formulated.
5. Participation in a number of workshops and site inspections with David Turner and Bruce Mackenzie, together with DEM and CRI, to evaluate and refine the emerging Indicative Development Scheme.
6. Participation in a number of Community Reference Group meetings, presenting the emerging heritage related material to the CRG members.

There is no question that the advice of the Heritage Consultant has been taken and implemented in the formulation of the Development Scheme. The early concepts and land use proposals have altered dramatically during the formulation process, respecting the advice of heritage, environmental, urban design, fire management, traffic and engineering consultants.

The final Development Scheme represents a responsible and sensitive response to the significance and other characteristics of the site, the landscaped setting and the buildings.

Does the existing use contribute to the significance of the heritage item?

The existing use does contribute to the significance of the place. The site was developed as the William Balmain Teachers College and the campus has remained within the higher education system of NSW despite its subsequent progress as the Kuring-gai College of Advanced Education to the UTS Kuring-gai campus.

Why does the use need to be changed?

The use may be changed in the future subject to the determination of the UTS Council, and only after the University Council has been fully briefed on a course of action that will best enable the University to operate optimally.

UTS has been and continues to assess alternative uses for the campus in response to a growing student preference to study in the city or at universities with access to convenient public transport. The application for rezoning is related to that assessment and to ensuring that UTS is able to continue providing quality education into the long term. The consideration of future use options for the site or parts of the site includes for residential redevelopment. Other parts of the site, most notably the architecturally well regarded original campus complex, are being examined for re-use or on-going educational use.

The decision to proceed with an application for rezoning of the site was made by the UTS Council in 2003, in a resolution that also stipulated that the rezoning application be made "without prejudice to any decision on the future of the campus or the University's intention to maintain the academic disciplines presently conducted on the campus".

The proposed rezoning will enable the University to remain operating from the site, if required. It will also enable the site to be re-used for a potential combination of educational, commercial, community and recreational uses.

What changes to the fabric are required as a result of the change of use?

The actual changes to the fabric of the place will be determined at a finer level of planning and development application submission, subject to the future of the site as decided by UTS.

If the full extent of the Development Scheme is realised, the following broad changes can be envisaged:

- Adaptation of the building volumes associated with Stages 1, 2, 4 and subsequent alterations, for use as a combination of educational, commercial, neighbourhood retail and recreational and/or community activities. The mix of these details cannot be determined at this stage.
- Adaptation of Stage 5 of the original complex for residential use.
- Demolition and/or significant alteration of the Stage 3 Gymnasium for residential development.

It should be appreciated that the continuation of use of the site by UTS as a major educational campus is likely to result in the progressive updating and low key alterations that have been a feature of the place since the major building campaigns were completed in the late 1980s.

What changes to the site are required as a result of the change of use?

If the full extent of the Development Scheme is realised, the following broad changes to the overall site can be envisaged:

- Development of a series of new residential buildings and houses on those parts of the site that have been already affected by previous development.
- Retention and re-use of the existing road layout, with minor supplementation.
- Adaptation of the natural bushland within the Asset Protection Zones to meet the requirements of current legislation.

It should be appreciated that the continuation of use of the site by UTS as a major educational campus is likely to result in portions of the site being developed in the future to accommodate either additional educational facilities or on-site student housing.

In general, the proposed rezoning of the overall site will potentially result in extensive changes to those portions of the site that are regarded as being of lesser heritage significance. The features of high significance, including the main building complex and the surrounding bushland will be conserved and adapted in part to suit either a new use or potentially the continuation of the existing use.

The level of impact on the heritage significance of the site arising from the proposed rezoning is considered to be acceptable.

7.2 Assessment of Impact from the Indicative Development Scheme

This section examines the likely impact on the significance of the site that might arise from the eventual implementation of the Development Scheme.

How is the impact of the new development on the heritage significance of the item or area to be minimised?

The potential impacts on significance have been minimised by carefully formulating the proposed Development Scheme with a high regard for the protection and conservation of the heritage values of the site and the building complex. This process has been based on a detailed understanding of the integrated nature and significance of the place and in close consultation with the original design architect and landscape architect.

Why is the new development required to be adjacent to a heritage item?

New development is required to be close to the existing building complex and to the surrounding bushland for two reasons:

- It is concentrated onto those sections of the site that have already experienced intervention.
- The original design concept was to integrate buildings and bushland in close proximity to each other.

The remaining areas of the site are characterised by outstanding bushland which should remain undisturbed, subject to the requirements of bush fire Asset Protection Zone requirements.

How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?

The National Park and associated bushland curtilage around the site, to the east, south and west will remain unaffected by the proposal. It is likely that some portions of future buildings will be partly visible at a distance in some locations. This degree of visibility relates to and complements the original "Italian Hill Town" conception of the William Balmain Teachers College.

The bushland curtilage within the site, to the east, south and west of the existing and future buildings will be retained and protected as part of the future development.

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

Long distance views to and from the main building complex are a notable feature of its original and subsequent identity. The existing views will not be affected in any way.

Close views from outside the site are severely limited and generally comprise over the rear fences of adjoining properties, or from the adjoining Film Australia site. These will be affected by the introduction of the proposed changes. In general however, these views do not include direct visual connections with the majority of the main building complex.

Is the development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?

No.

Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?

Yes. The Indicative Development Scheme has been carefully formulated to be sensitive to the heritage values and characteristics of the overall site and the major features.

Will the additions visually dominate the heritage item? How has this been minimised?

No. They are located in portions of the site and have been carefully scaled and massed to avoid any domination of the major building complex or the surrounding bushland.

Will the public, and users of the item, still be able to view and appreciate its significance?

Yes. If the educational and community uses continue, the public is likely to retain the existing level of access and involvement to what is essentially a "private" facility.

If the site is adapted for residential and other uses, the primary circulation system will remain open to public access and people will continue to visit, work and live in the various buildings.

7.3 Conclusion

Based on the above analysis and from the deeply involvement of the heritage consultant in the heritage assessment of the place and the formulation of the Indicative Development Scheme, it can confidently be concluded that the proposed rezoning will have no unacceptable adverse affect on the heritage significance or significant features of the place.