

CARDINAL FREEMAN VILLAGE

Supporting Documentation

Appendix AE

Heritage Impact Statement

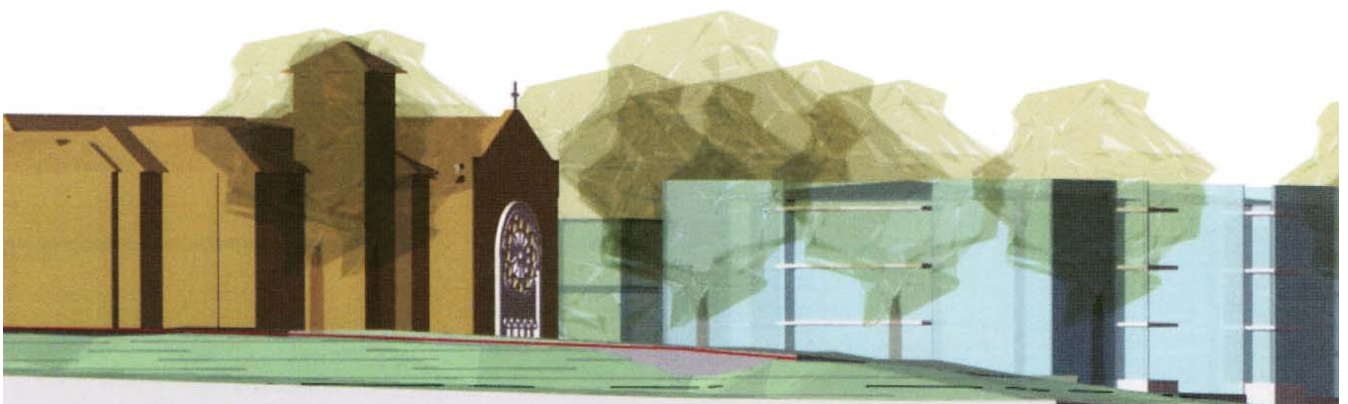
Prepared by **Graham Brooks & Associates**

Client: Aevum Limited



Cardinal Freeman Village, Ashfield
Stage 1: Village Green Precinct

Statement of Heritage Impact



September 2009

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Introduction

1.0

1.1 Background

This Report has been prepared to accompany an application for development of Stage 1 (Village Green Precinct) of the Cardinal Freeman Village, 137 Victoria Street, Ashfield.

The proposed development to refurbish and expand the existing aged care facility on the site is being carried out as a staged development, administered as a Project Application under Part 3A of the *NSW Environmental Planning and Assessment Act 1979* (EP&A Act). The project is referred to as MP 08_0245.

The Director-General's Requirements (DGR) for this project, in relation to heritage are:

The EA shall include the following documents:

- A heritage Management Strategy that identifies values of the precinct, and identifies areas of development potential that would minimise adverse heritage impacts. Consideration is to be given to the demolition of the villas east of the mansion 'Glentworth' transferring the building bulk to other parts of the site, and the restoration of the garden areas east of Glentworth for the enjoyment of residents and their guests.*
- A Heritage Impact Statement for the staged development and each Project Application is to be prepared in accordance with the Heritage Branch publication, 'Statements of Heritage Impact'. The heritage impacts on the Cardinal Freeman site and adjacent heritage items are to be considered.*

1.2 Report Objectives

The main objective of this Statement of Heritage Impact is to analyse the overall Heritage Impact of the proposed development of the Village Green Precinct of the Cardinal Freeman Village site in relation to the provisions of the Environmental Planning Instruments specified in the DGR and the guidelines of the Heritage Branch of the NSW Department of Planning.

1.3 Methodology and Structure

This Heritage Impact Statement 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 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 in the NSW Department of Land Real Property Register as:

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



Figure 1.1
Aerial photograph (NSW Department of Lands, *circa* 2006) showing the position of the Cardinal Freeman Village site within the context of Seaview Street (south), Victoria Street (east), Clissold Street (north) and Queen Street (west). Since this photograph was taken, the two buildings (A & B) at the corner of Victoria and Clissold Streets have been extended and refurbished

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 on the *Ashfield LEP*.

The Cardinal Freeman Village site is also in the vicinity of the following local heritage items, listed in Schedule 7 of the *Ashfield Local Environmental Plan 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
- Trinity Grammar School Estate Conservation Area

The Director-General's Requirements for this project specify that the following Environmental Planning Instruments (EPIs), containing heritage provisions, are addressed in relation to the proposed development:

SEPP 53 Metropolitan Residential Development
Ashfield Local Environmental Plan 1985
Ashfield Development Control Plan 2007

1.6 Authorship

This Report has been prepared by Graham Brooks and Associates Pty Ltd. 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 development of Stage 1 of the proposal - the Village Green. A detailed analysis of the heritage impact of the overall project can be found in the *Cardinal Freeman Village Concept Plan Heritage Impact Statement*, prepared by Graham Brooks and Associates in 2009. As the Concept Plan application sought approval for the change of use of the Chapel undercroft space this Report is limited to the evaluation of the changes required to facilitate this use.

The detailed history and description of the site is contained in *Cardinal Freeman Village Heritage Management Strategy*, prepared by Graham Brooks and Associates in 2009, to accompany the Concept Plan application for this site.

The Report is limited to the investigation of the European history 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.

Description of the Proposal

2.0

Cardinal Freeman Village occupies an urban block in Ashfield, bounded by Victoria, Seaview, Queen and Clissold Streets. The Concept Plan for the project divides the site into five development precincts to be known as the Care Precinct, Victoria 1 Precinct, Victoria 2 Precinct, Heritage Precinct and Village Green Precinct. Two other precincts, Buildings A and B which were recently refurbished, and the South-West Precinct in which no works are currently proposed, will eventually complete the overall village.

The Concept Plan identifies buildings within the site that are to be demolished, defines Building and Landscape controls for the future staged development of the site and defines the proposed building use. Stage 1 of the development, the Village Green Stage is for development in both the Village Green Precinct and the Heritage Precinct. It includes

- Construction of new Independent Living Unit (ILU) buildings, community facilities, including an enclosed swimming pool, and an underground carpark
- Construction of three (3) five storey buildings
- Creation of Village Green communal open space directly north of the Chapel to create and enhanced landscaped curtilage that integrates with the open space recreational network of the village
- Upgrading and realignment of existing east-west roadway, to be renamed Victoria Lane
- Refurbishment of the interior of the Chapel undercroft for use a community dining room, audio visual room and workshop located in the Heritage Precinct)
- Minor modifications to the lower level of the Chapel facade, to facilitate the use of the undercroft
- Construction of a shade structure adjacent to the new undercroft community facilities

The proposed works are consistent with that proposed in the *Cardinal Freeman Village Concept Plan*, prepared by Hill Thallis Architecture and Urban Design in 2009.

The new built elements are to be constructed in the Village Green Precinct, to the north and west of the Chapel. The height of the two eastern buildings in this precinct has been matched to that of the eaves of the existing Chapel. These buildings will define the western edge of the new Village Green, an area of communal open space to

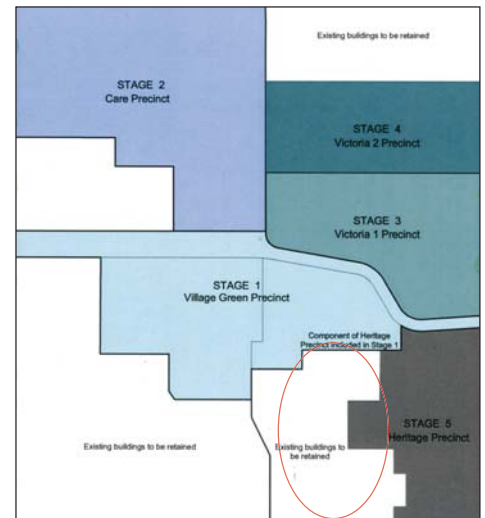


Figure 2.1
Diagram of the proposed development stages with the approximate location of the LEP listed items, Glentworth House and the Chapel, marked in red.

Source: *CFV Concept Plan*, Hill Thallis Architecture + Urban Design Projects, 2009

the north of the Chapel. The buildings are predominantly residential with some administration and communal spaces at ground level. These include a swimming pool, gymnasium, library and cafe.

The proposed works in the Heritage Precinct involve the refurbishment of the interior of the Chapel undercroft, and adjacent office and residential space for community and service uses.

This level of the Chapel building is currently configured in three sections: a reception and office area which includes the former Hiberian archives, a chaplains quarters and workrooms with machinery and equipment store.



Figure 2.2
Plans showing the new buildings in the Village Green Precinct in relation to the Chapel

Source: *CFV Concept Plan*, Hill Thallis Architecture + Urban Design Projects, 2009



Figure 2.3
Plan showing the proposed minor changes to the north elevation of the Chapel to facilitate the community use of the undercroft

Source: *CFV Concept Plan*, Hill Thallis Architecture + Urban Design Projects, 2009



Figure 2.4
Plan showing the footprint of the proposed new buildings in the Village Green Precinct and the building use to be provided by this stage of the project

Source: *CFV Concept Plan*, Hill Thallis Architecture + Urban Design Projects, 2009



Figure 2.5
Cross section plan showing the proposed changes to the undercroft space

Source: *CFV Concept Plan*, Hill Thallis Architecture + Urban Design Projects, 2009



Figure 2.6
Photomontage showing the Village Green Precinct.



Figure 2.7
Photomontage showing the Village Green Precinct

Assessment of Heritage Impact

3.0

3.1 Introduction

The *Cardinal Freeman Village Concept Plan Heritage Impact Statement*, prepared by Graham Brooks and Associates in 2009, contains an assessment of the heritage impact of the site wide staged development proposed for the Cardinal Freeman Village. This Report, for Stage 1 of this development, is limited to an analysis of the detailed design of this Stage of the project. The Report does not provide comment on that development that is to be approved as part of a separate application.

3.2 Requirements of the Specified Environmental Planning Instruments/Policy

This Statement of Heritage Impact has been prepared in relation to the impact assessment criteria of the Environmental Planning Instruments specified in the Director-General's Requirements for MP_08_0245, dated 31 March 2009, and the guidelines of the New South Wales Department of Planning, Heritage Branch, *Altering Heritage Assets and Statements of Heritage Impact*. This section of the Report provides a detailed analysis of the statutory controls applying to this site, in regard to heritage.

3.2.1 State Environmental Planning Policy 53

The Director-General's requirements for Major Project, MP 08_0245, lists *State Environmental Planning Policy (SEPP) 53 Metropolitan Residential Development* as an EPI to be addressed in relation to this project. This SEPP requires that a site analysis for a residential development includes identification of *heritage features and items including archaeology*. Although the Ashfield Local Government Area (LGA) is not included in the schedule of LGAs to which this policy is applied this requirement is largely fulfilled by the analysis contained in the *Environmental Assessment* submitted with the Concept Plan.

3.2.2 Evaluation Against Ashfield LEP 1985 Heritage Provisions

Figure 3.1 shows the location of the LEP listed heritage items, Glentworth House and the Chapel, within the Cardinal Freeman Village site, and the listed items and conservation areas in the surrounding locality. Compliance with the relevant heritage provisions outlined in Part 4 of the *Ashfield LEP 1985* are assessed below.



Figure 3.1
Extract from the Ashfield LEP map showing the Cardinal Freeman Village site, bounded by Victoria, Seaview, Queen and Clissold Street with the heritage items in its vicinity coloured yellow and the adjacent conservation areas coloured blue. The location of Glentworth House and the Chapel is marked with a red arrow

Source: Ashfield Council

LEP Provision	Comment
<p>30 Aims The aims of this Part are:</p> <p>(a) to retain the identity of Ashfield by conserving its environmental heritage, which includes the first garden suburb of Haberfield now listed as part of the National Estate, and</p> <p>(b) to integrate heritage conservation into the planning and development control processes, and</p> <p>(c) to provide for public involvement in the conservation of Ashfield's environmental heritage, and</p> <p>(d) to ensure that any development does not adversely affect the heritage significance of heritage items and heritage conservation areas and their settings as well as landscapes and streetscapes and the distinctive character that they impart to the land to which this plan applies.</p>	<p>The proposed development is considered to be consistent with these aims.</p>
<p>32 Protection of heritage items, heritage conservation areas and relics (1) The following development may be carried out only with development consent:</p> <p>(a) demolishing, defacing, damaging or moving a heritage item, or a building, work, relic or place within a heritage conservation area, or</p> <p>(b) altering a heritage item, or a building, work, relic or place within a heritage conservation area by making structural changes to its exterior, or</p> <p>(c) altering a heritage item, or a building, work, relic or place within a heritage conservation area by making non-structural changes to the detail, fabric, finish, or appearance of its exterior, except changes resulting from any maintenance necessary for its on-going protective care which does not adversely affect its heritage significance, or</p> <p>(d) moving a relic, or excavating land for the purpose of discovering, exposing or moving a relic, or</p> <p>(e) erecting a structure on, or subdividing land on which a heritage item is located or which is within a heritage conservation area.</p>	<p>This application seeks approval before altering the basement level of the Chapel which is a listed heritage item within the Cardinal Freeman Village site.</p> <p>Minor modifications are required to the exterior of the chapel undercroft to provide equitable access, adequate ventilation and services, to facilitate community use of this space. The impact of these changes is detailed below.</p> <p>No changes are proposed to Glentworth House as part of this Concept Plan.</p>

<p>(4) The Council may decline to grant consent to a development application with respect to the carrying out of development within a heritage conservation area or on a heritage item until the Council has considered a conservation plan or heritage impact report that:</p> <p>(a) assesses the conservation and heritage significance of that item or building, work, relic or place within a heritage conservation area and describes its heritage significance as part of the environmental heritage of the local government area of Ashfield, and</p> <p>(b) sets out any steps to be taken to mitigate any likely adverse impact on the heritage significance of that item, or building, work, relic or place within a heritage conservation area.</p>	<p>This Report and the <i>Cardinal Freeman Village Heritage Precinct Conservation Management Plan</i> and the <i>Cardinal Freeman Village Heritage Management Strategy</i>, which accompany this application, satisfy the requirements of this clause.</p>
<p>37 Development in the vicinity of heritage items, heritage conservation areas, archaeological sites or potential archaeological sites</p> <p><i>The Council must assess and take into consideration the likely effect of the proposed development on the heritage significance of a heritage item, heritage conservation area, archaeological site or potential archaeological site, and on its setting, when determining an application for consent to carry out development on land in its vicinity.</i></p>	<p>This application provides the detailed design for the new buildings in the Village Green Precinct that were proposed to be erected on the site in the Concept Plan application.</p> <p>The impact of the new development to the north west of the Chapel is discussed below. As is the potential heritage impact the proposal may have on the heritage items in the vicinity of the site.</p> <p>This Report has been prepared to assist the consent authority in its assessment of this matter. It concludes the impacts of the proposal are within acceptable limits.</p>

3.2.3 Evaluation Against Ashfield Development Control Plan 2007

The objectives of Part 10 (Heritage Conservation) in the *Ashfield Development Control Plan (DCP) 2007* are

- (a) To keep the qualities and fabric which contribute to the heritage significance and identity of the Ashfield local government area.
- (b) To allow necessary change, but only where it will not remove or detract from those special qualities.
- (c) To ensure that necessary change, such as alterations and extensions to individual heritage items will respect the heritage significance of those items and their contribution to the heritage and identity of Ashfield.
- (d) To ensure that necessary change, such as alterations and extensions to buildings and other features in Conservation Areas will respect the contribution of those buildings and features to the heritage significance of their particular Conservation Area and will have no ill effect on the heritage significance of the Area as a whole.
- (e) To ensure that in those Conservation Areas where new buildings can be constructed, they are carefully designed to fit in with the heritage significance and character of the particular Conservation Area.
- (f) To encourage the removal and reversal of recent inappropriate alterations which detract from the integrity and heritage significance of the particular heritage item or Conservation Area.

The DCP identifies Ashfield's heritage significance as follows:

"Ashfield is of historic significance to Metropolitan Sydney because it clearly demonstrates in its suburban subdivisions, in its domestic architecture and in its business centres and local service industries, the nature and growth of suburban Sydney from the 1870s to the 1940s.

The individual heritage items demonstrate particular attributes of this suburban development in their styles of architecture, which reflect the fashions of their time, the way society operated, and the aspirations of their individual owners.

The Conservation Areas collectively demonstrate Ashfield's suburban development and the ideals behind it, form the railway-orientated development of North Summer Hill; the ideals of the residential square and shared community space in Victoria Square; and the characteristics of the Garden Suburb model used in the many private subdivisions post 1902.

Ashfield's suburban subdivisions post Haberfield (1902) illustrate the influential nature of the Garden Suburb ideal on the development pattern of Ashfield's and Sydney's suburbia – an influence which dominated residential development until the urban consolidation policies of the 1970s."

The analysis below demonstrates that the proposed development, which is also in the vicinity of several heritage items, is consistent with these objectives.

This DCP requires that Council consent be obtained for most changes to the fabric of a heritage item, including fences and structures in the garden. It contains the following guidelines for making plans for change to a heritage item.

Making plans for change to a Heritage Item

Conservation and change

2.16 In any plans you might be making for your heritage item be sure that you:

- a) care for all the significant fabric of the place***
- b) care for the setting of the place - the way the place is appreciated from the outside. New structures near by, such as garages or additions, need to be carefully sited so they do not obscure views to and from the original place, and care needs to be taken with their materials and scale so that they do not 'upstage' or confuse the heritage value of the place.***
- c) find an appropriate use - one in which the significant fabric can be kept with a minimum of change. The continued use of a house for residential purposes is the best way of conserving it. Adapting houses to offices or redundant churches to residential purposes will require greater changes to the original fabric and should be avoided if possible.***
- d) make sure the place is always secure - everyday usage and proper maintenance is the best way of showing that the place is cared for and occupied and helps prevent vandalism.***
- e) make use of available expertise. Some expert advice may be needed if you need to make changes to your place of heritage value.***

These DCP guidelines have been followed in the preparation of the following documents, that accompany this application

- Cardinal Freeman Village Concept Plan
- Cardinal Freeman Village Heritage Management Strategy
- Cardinal Freeman Village Heritage Precinct Conservation Management Plan

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

3.3.1 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 Management Strategy*, prepared by Graham Brooks and Associates in 2009.

Cardinal Freeman Retirement Village encompasses two nineteenth century residential properties (Glentworth and the demolished Bellevue) which were reunited in the early twentieth century by the Sisters of the Good Shepherd and have since been developed and used for care, accommodation, and learning activities. The site incorporates aspects of Ashfield's historical development, with its built fabric illustrating the evolving social trends of the district.

The 1880s Victorian residence Glentworth presents as an intact remnant of early subdivision and development, with integrity of form and building condition. Glentworth House (together with surviving perimeter fencing and associated elements) is demonstrative of boom-period Victorian residential villa architecture and family estate.

The site's subsequent use by the Sisters of the Good Shepherd from the early twentieth century demonstrates its important community, religious and charitable roles, carried out until the 1970s. Their care, accommodation and educational practices are represented by the remnant Chapel, Parlours Annexe, convent wall, and Convent extensions.

For the remainder of the twentieth century, and extending into the twenty-first century, the site has been used for a retirement village and aged care facility. This latter use is an extension of the activities of the Good Shepherd's practices of accommodation and care of important but vulnerable sectors of the community.

Glentworth, together with its extensions and the 1941 Chapel, are of historic, aesthetic, social and technical significance. The historic Glentworth House is a rare and fine example of a late nineteenth century grand Italianate towered villa with numerous decorative features, in a meticulous 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.



Figure 3.2
View of Chapel's eastern elevation from the Victoria Street entrance to the village



Figure 3.3
View of the Chapel showing the northern elevation of the undercroft where it is proposed to modify the window and door openings, and the current open space north of the Chapel the proposed shade structure is to be located



Figure 3.4
Western end of the Chapel where changes are to be made to provide equitable access

Surviving peripheral elements that enhance this significance include the property's entrance gates and pilasters, palisade and masonry fencing, and the established arboreal features. It is also appreciated that the heritage buildings are situated within a larger, self-contained property context, being the Cardinal Freeman Village and delineated by its four boundary streets.

The site has historical associations as incorporating the former estate of the prominent Frederick Clissold family. Cardinal Freeman Village also has strong associations through the 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 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. In its most recent phase of use, that of a retirement village complex, the property has associations with Cardinal James Freeman, sixth Roman Catholic Archbishop of Sydney from 1971 to 1983.

Through ad hoc development for residential housing from the late 1970s, the legibility of the former property layouts and settings have been eroded so that the Glentworth residence no longer has an established garden setting and has been obscured from the public realm, with loss of views, by unsympathetic building development on the site. This has effectively reinforced the 'inward looking' nature of the former convent, by eroding views across the site.

The Cardinal Freeman Retirement Village has significance at a local level across the whole site for its historical, social, cultural, and spiritual associations. Some individual elements demonstrate specific architectural and aesthetic values in addition to these attributes, but do not apply to the site generally (Glentworth, the Chapel).

The *Cardinal Freeman Village Heritage Precinct Conservation Management Plan*, prepared by Graham Brooks and Associates in 2009, examines the significance of Glentworth House and the Chapel. The CMP contains the following Statement of Significance.

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.

Though most of the larger property has been over-written by various developments during the past few decades it maintains a general pattern that is indicative of its early establishment and its subsequent staged evolution.

3.3.2 Impact of the Proposed Works in the Chapel Undercroft

It is proposed to refurbish the Chapel's undercroft space for communal and service use. This will require removal of the existing internal partition walls and the kitchen and bathroom fitouts at the western end of the undercroft, to create one large space.

The following table provides an analysis of the relevant 'questions to be answered' in the guidelines of the Department of Planning Heritage Branch document *NSW Heritage Manual* 'Statements of Heritage Impact'. These are answered in relation to the proposed change of use for the Chapel undercroft.

The Chapel undercroft is currently configured as five separate spaces containing a stair and circulation area, a chaplain's residence, offices, and two separate storage spaces. The Concept Plan proposes to change the use of these spaces to serve as a multi-purpose dining room with AV facilities, storage areas, servery, kitchenette, toilets, and workshop.

Minor modifications are required to provide equitable access, and adequate ventilation, to these spaces to facilitate its community use.



Figure 3.5
View of part of the Chapel undercroft, currently used as a storage space, proposed for re-use as a kitchen and amenities area

Question	Response
<i>Has the advice of a heritage consultant or structural engineer been sought? Has the consultant's advice been implemented? If not, why not?</i>	Yes. Graham Brooks and Associates has been consulted during the preparation of the Concept Plan and the Village Green Precinct development application, and has prepared a <i>Heritage Management Strategy</i> for the overall Cardinal Freeman Village site and a <i>Conservation Management Plan</i> for the Heritage Precinct. The policies in these documents have been considered and implemented in the preparation of the development proposal.
<i>Does the existing use contribute to the significance of the heritage item?</i>	No. It is considered that the existing use of the undercroft space makes no contribution to the significance of the Chapel.
<i>Why does the use need to be changed?</i>	The Cardinal Freeman Village Concept Plan seeks to provide new community facilities within the site. The Chapel undercroft is an ideal location for such a facility as it is adjacent to the new Village Green community space and is centrally located within the site.
<i>What changes to the fabric are required as a result of the change of use?</i>	<p>The following changes will be required to facilitate this change of use:</p> <ul style="list-style-type: none"> • minor modifications to the western and central entries of the undercroft in order to provide equitable access, including minor partial demolition of the exterior walls and cutting the arches in the west elevation down to the new ground level • enlargement of the window openings to improve natural ventilation of the undercroft space, and the insertion of new doors to the enlarged spaces • removal of the chaplin's residence and office fitout • insertion of new servery, kitchenette and toilet facilities • insertion of new airconditioning and hydraulic services involving minor penetrations in the rear wall <p>Details of these changes have been developed with the input of Graham Brooks and Associates to ensure impact on original fabric is kept to a minimum and the development is sympathetic to the significance of the Chapel. The interior lining of the new spaces is to be minimised and the existing coffered, concrete ceiling in the new servery area is to be left exposed. No important features of the building are to be changed as part of the proposed modifications.</p> <p>No important features of the building are to be removed as part of the proposed demolition. Elements within the Heritage Precinct have been graded in the <i>Cardinal Freeman Village Heritage Precinct Conservation Management Plan (CMP)</i>. The <i>CMP</i> notes the stairways linking the undercroft to the body of the Chapel, and their associated joinery, to be of High significance. These stairways are to remain unchanged.</p> <p>The storage areas, kitchen, bathrooms and larger spaces of the undercroft are assessed as being of Little significance.</p>
<i>What changes to the site are required as a result of the change of use?</i>	It will be necessary to adjust the grade of the site at the western end of the Chapel undercroft, and raise the ground level the vicinity of the northern entrance, to provide equitable access. The impact of this change is considered to be acceptable from a heritage perspective.

The *Cardinal Freeman Village Heritage Precinct CMP* contains the following policies to be addressed in relation to this area of the Chapel.

The Heritage Precinct should continue to be used as part of Cardinal Freeman Village's functioning components, including offices, community and commercial services, appropriate retail, consultative and community spaces.

Conservation of Glentworth House and the Chapel should be in the form of ongoing or new compatible uses for the building, uses that respect and utilise the current scale, form and internal configuration of the building with minimal external changes to the structure or external envelope.

The Chapel undercroft may be used for diverse appropriate uses, such as a community meeting room, that do not impinge on significant fabric.

In general, future changes should be focused on areas of components, which provide a lesser contribution to the overall significance and are therefore less sensitive to change.

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 reduce the overall significance of the place, despite their role as illustrations of continuing use. The preferred long term option is for their removal, conversion to a compatible form of replacement, which helps retain the significance of the overall heritage footprint. Such items include the 1970s villa accommodation positioned between the heritage buildings and Victoria Street, obscuring views of Glentworth and the Chapel.

The internal staircases leading from the undercroft to the Chapel should be retained.

The proposed development of the Chapel undercroft is consistent with these *CMP* policies.

3.3.3 Impact of the Proposed Site Works on the Heritage Precinct

The Glentworth House and Chapel components of the Cardinal Freeman Village are contained within its identified Heritage Precinct and are both listed as local heritage items in the *Ashfield LEP*.

The proposed new buildings and landscape works for the Village Green Precinct are consistent with that proposed in the Concept Plan. An assessment of the likely impact of this development on the established heritage significance of Glenworth House and the Chapel, was made in the *Cardinal Freeman Village Concept Plan Heritage Impact Statement*, (Graham Brooks and Associates, 2009). The relevant comments from this assessment are included in the table below which provides additional analysis of the relevant 'questions to be answered' in relation to new development adjacent to a heritage item, from the guidelines of the Department of Planning Heritage Branch document *NSW Heritage Manual* 'Statements of Heritage Impact', where appropriate.



Figure 3.6
Northern stairs connecting the undercroft and the Chapel that are to be retained



Figure 3.7
Kitchen fitout in the undercroft that is to be removed



Figure 3.8
Part of the current Chaplin's residence in the Chapel undercroft

Question	Response to Concept Plan Proposal	Additional Comment on the Village Green Precinct Stage Proposal
<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 impact of the proposed new shade structure, located in the open space north of the Chapel, has been minimised by its design as a free standing, light weight, highly transparent structure. It is a reversible addition to the space.</p>
<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>	<p>The provision of adequate sun protection is considered an essential part of the community open space.</p>
<i>How does the curtilage allowed around the heritage item contribute to the retention of its heritage significance?</i>	<p>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.</p>	<p>The proposed shade structure is located at the rear of the Chapel, outside the identified heritage curtilage. It has no impact on the public presentation of the Chapel or Glentworth House.</p>

<p><i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i></p>	<p>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.</p> <p>Views from the Chapel are not considered to be of heritage significance as churches are not designed for outward views.</p> <p>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.</p> <p>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.</p> <p>Views to the Chapel from Clissold Street are currently limited by the intervening buildings, the established vegetation within the site and the street plantings. This views will be enhanced with the creation of view lines, as shown in Figure 3.8. There will be no loss of views to Glenworth House and the Chapel from Queen Street.</p> <p>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.</p>	<p>The proposed shade structure is located at the rear of the Chapel and will not be seen in views to the building's decorative elevations.</p>
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<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><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 Concept Plan established building footprints and envelopes in sympathy with the site's heritage components, the Chapel and Glentworth House.</p> <p>The proposed development of the Village Green Precinct is consistent with the Concept Plan.</p> <p>The strong built edge to the new community open space of the Village Green enhances the formal presentation of the Chapel.</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 Village Green development proposal is consistent with the building heights and setbacks of the Concept Plan which were established to retain the visual domination of the Chapel.</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 development of the Village Green Precinct creates a new community open space to the north of the Chapel that will enhance the ability for appreciation of its significance.</p>

3.3.4 Evaluation Against the Guidelines of the Heritage Management Strategy

The *Cardinal Freeman Village Heritage Management Strategy* (Graham Brooks and Associates, 2009) contains guidelines for the future development of the site to ensure the significance of the listed items within the site, and in the surrounding locality, is retained. An overview of these guidelines is contained in the table below.

Guidelines	Comment
<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"> <i>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</i> 	<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. Stage 1, the Village Green, is consistent with the Concept Plan and this objective.</p>
<p>6.3 Process Guidelines</p> <ul style="list-style-type: none"> <i>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.</i> 	<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></p> <p><i>Those elements which 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"> <i>Glentworth House</i> <i>The Chapel</i> <i>Selected landscape elements including remnant fencing, palisade and gates</i> <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.</i> <i>These elements include:</i></p> <ul style="list-style-type: none"> <i>Parlours Annex</i> <i>Modified rear wings of Glentworth House</i> <i>Modified convent extensions to Glentworth House</i> <i>Remnant convent wall</i> <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 Stage 1 development, the Village Green, is consistent with the Concept Plan and these guidelines.</p> <p>The elements to be removed as part of this proposal are identified in the Cardinal Freeman Village Heritage Precinct Conservation Management Plan as being of Little significance.</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 development is consistent with the Concept Plan and these guidelines.</p> <p>Rationalisation of the community uses in the Chapel undercroft retains the northern staircases and respects the significance of the Chapel.</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 Stage 1 development is consistent with that of the Concept Plan and these guidelines.</p>
<p>6.7 Guidelines for Design</p> <ul style="list-style-type: none"> 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 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. 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. 	<p>The proposed Stage 1 development is consistent with that of the Concept Plan and these guidelines.</p>

6.7 Guidelines for Design continued

- *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.*
- *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.*
- *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.*
- *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.*
- *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.*
- *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.*
- *Any proposed design for the Chapel undercroft should keep additional access points and openings to a minimum, and respond to engineering and structural constraints.*
- *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 application seeks to remove some site elements, including Building E. There are no additional site elements proposed for removal as part of this stage of the development.</p> <p>The proposed Stage 1 development retains the northern undercroft stairs.</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 proposed Stage 1 development is consistent with that of the Concept Plan application and these guidelines.</p>

<p>6.10 Guidelines for Landscaping</p> <ul style="list-style-type: none"> <i>A framework of high quality landscape spaces should lead the remodelling of the Cardinal Freeman Village.</i> <i>The large trees and grassed areas on the site should be retained and enhanced to upgrade the general character of the precinct.</i> <i>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.</i> <i>Each quadrant should have major and more informal landscape spaces that are well integrated with the paths and building entries.</i> <i>The Victoria Street garden frontage of the historic buildings should be reinstated to reflect its original Victorian character and adding amenity for passive recreation.</i> <i>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.</i> <i>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.</i> <i>Landscaping across the site as a whole should respect the interwar brick convent wall and the outer cloister wall.</i> 	<p>The proposed Stage 1 development is consistent with that of the Concept Plan and 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>The only change to the perimeter fencing in Stage 1 of this development is in Queen Street where a new substation is to be located.</p> <p>The minimal changes required to the perimeter fencing in order to accommodate this essential infrastructure are considered to be consistent with these guidelines, and therefore acceptable from a heritage perspective.</p>

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

There are a number of listed Heritage Items in the vicinity of the subject site, as shown in Figure 3.9. The development proposed as part of Stage 1 (Village Green) of this development is consistent with that of the Concept Plan application. There will be no additional impact on the heritage items in the vicinity of the site arising from the proposed development.

The analysis of heritage impact on the items in the vicinity of the Cardinal Freeman Village site contained in the *Cardinal Freeman Village Concept Plan Heritage Impact Statement* is repeated below.



Figure 3.9
Aerial photograph showing the location of the heritage items in the vicinity of the subject site

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

The following heritage items (shown in Figure 3.9), and proposed heritage items, are in the vicinity of the Cardinal Freeman Village site.

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
- Trinity Grammar School Estate Conservation Area

This Stage (1) of the development is limited to the Village Green Precinct of the Cardinal Freeman Village which is located in the centre of the southern portion of the site. This part of the site is physically and visually separated from many of these heritage items. The items at 85 and 141 Victoria Street, and the proposed conservation areas of the Trinity Grammar School Estate and the Murrell Estate have no view lines to this part of the site.

As such it is considered there will be no adverse impact on these heritage items and proposed conservation area resulting from the proposed development of the Village Green Precinct.

Where applicable the analysis of heritage impact on the items in the vicinity of the Cardinal Freeman Village site contained in the *Cardinal Freeman Village Concept Plan Heritage Impact Statement* is repeated below.

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*



Figure 3.10
View of Victoria Street showing the heritage listed street plantings



Figure 3.11
118 Victoria Street



Figure 3.12
120 Victoria Street

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

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 Study² 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.

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

² Godden Mackay Pty Ltd, *Ashfield Heritage Study*, Inventory reference 275 and 276



Figure 3.13
View of Cardinal Freeman Village from the vicinity of 118 Victoria Street, looking north west to the Clissold Street corner



Figure 3.14
Views of Cardinal Freeman Village from the vicinity of 118 Victoria Street, looking south west



Figure 3.15
View of Cardinal Freeman Village entrance gate, from the front of 120 Victoria Street

Houses at 85 and 91 Queen Street

85 and 91 Queen Street are two originally identical houses, formerly known as 'Sherbrook' and 'Glenbrook'. Ashfield Council's Heritage Study³ 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.

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 Study⁴ 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



Figure 3.16
85 Queen Street



Figure 3.17
91 Queen Street (on the left) and 89 Queen Street (on the right)



Figure 3.18
View to the Cardinal Freeman Village from outside 85 Queen Street



Figure 3.19
160 Queen Street

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

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

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.

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

As the proposed conservation areas have not yet been gazetted as draft LEP items they are not matters for consideration under Section 79C of the *EP&A Act*.

However it is noted that 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.

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.

3.4.2 Heritage Branch Impact Assessment Guidelines

The Village Green Precinct is in the vicinity of a number of individually listed properties, and is in the vicinity of a conservation area and two proposed conservation areas. The following table repeats 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 provided in relation to the Concept Plan proposal, and provides additional comment on the Village Green Precinct development where appropriate.



Figure 3.20

Shows the roofscape views of 160 Queen Street as seen from the Seaview Street entrance to the Cardinal Freeman Village site, with the rear of the intervening properties at 156 and 158 Queen Street

Question	Response to Concept Plan Proposal	Additional Comment on Village Green Precinct Stage Proposal
<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 and the street plantings.</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.</p> <p>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 of 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 the colonnade of trunks gives the streetscape.</p>	<p>The proposed Stage 1 development is consistent with that of the Concept Plan.</p> <p>The Village Green Precinct development is in the centre of site, separated from the adjacent heritage items by the existing buildings and established vegetation within the site, street plantings and the width of the roadway.</p>
<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.	
<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.	

<p><i>How does the new development affect views to, and from, the heritage item? What has been done to minimise negative effects?</i></p>	<p>The proposed development will not affect any views to the heritage items within the vicinity. 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 Cardinal Freeman Village site currently have views to the 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 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>Views from the adjacent heritage items to this part of the Cardinal Freeman Village have no identified heritage significance.</p> <p>The proposed Stage 1 development is consistent with that of the Concept Plan.</p> <p>The heritage items at 118 and 120 Victoria Street and the Victoria Square Conservation Area are separated from the Village Green Precinct by the roadway of Victoria Street, street plantings and the residential development and landscaping of the Victoria Precinct. As such there will be no adverse impact on views from these items arising from the proposed development of the Village Green Precinct.</p> <p>The heritage item at 85 and 91 Queen Street are sited opposite the Queen Lane entrance (exit) to the site and its views to the Village Green Precinct will be largely screened by the existing development fronting Queen Street. Thus it is considered there will be no negative effect on views from this item.</p> <p>While there may be minor views to the Village Green Precinct from the rear rooms of the upper storey of 160 Queen Street the change in these views, resulting from presence of the proposed new built elements, is considered to be acceptable from a heritage perspective.</p>
<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>Not applicable to items outside the subject site.</p>	
<p><i>Is the new development sympathetic to the heritage item? In what way (e.g. form, siting, proportions, design)?</i></p>	<p>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.</p>	<p>The proposed Stage 1 development is consistent with that of the Concept Plan.</p>

<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 <i>How close does the larger building need to be to the conservation area or heritage item to constitute an unacceptable impact?</i> and determined that existing streets are regarded as sufficient separation when considering the relationship of new development to a conservation area.</p>	<p>As described above views to the Village Green Precinct from the heritage items in its vicinity are also screened by intervening buildings.</p> <p>The proposed Stage 1 development is consistent with that of the Concept Plan.</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>The proposed Stage 1 development is consistent with that of the Concept Plan.</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 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 proposed modifications to the Chapel undercroft are limited to areas assessed as being of Little heritage significance and will have no adverse impact on the established heritage significance of the Chapel.
- The Village Green Stage of the staged development is consistent with that of the Concept Plan. The likely heritage impacts of the proposed development have been analysed in the *Cardinal Freeman Village Concept Plan Heritage Impact Statement* (Graham Brooks and Associates, 2009). This assessment concluded that the Concept Plan development will have no adverse visual and spatial impacts on the significance of the listed items, Glentworth House and its associated Chapel, and that there will be no unacceptable or adverse heritage impacts on the heritage items, conservation areas and proposed conservation areas in the vicinity of the Cardinal Freeman Village site. There will be no additional heritage impacts resulting from Stage 1 (Village Green) of this development.

4.2 Recommendations

- Having examined the Cardinal Freeman Village site in some detail, and reviewed and considered the proposed Stage 1 documentation, Graham Brooks and Associates Pty Ltd recommends the current application be approved.