

CHATSWOOD CBD – HCA INTERFACES

Report

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EXECUTIVE SUMMARY

BACKGROUND

This Report examines the northern and southern interface areas at the edges of the Chatswood CBD, which come into close contact with adjoining Heritage Conservation Areas (HCAs). It formulates a Methodology for examining the relationships between the CBD and HCAs and for determining the most appropriate development controls for protecting the heritage significance of the HCAs.

The *Chatswood CBD Planning and Urban Design Strategy to 2036* has been prepared over the last few years and was endorsed by Willoughby City Council in June 2017. The intention of the Strategy is to inform future changes to the Willoughby LEP and DCP in relation to the Central Business District.

As a matter of good process at the beginning of 2018, Council provided a copy and a briefing to the Department of Planning and Environment. The response provided by the Department, in January 2019, raised a number of issues on which Council intends to provide additional clarification.

While Council is satisfied with the proposed sharp transitions between the future CBD and neighbouring heritage conservation areas, the Department requested an assessment of the more traditional stepping-down transition approach. Council is concerned that the stepping-down model would tend to create a more squat building form for any CBD transition and unnecessarily limit future expansion of the CBD development capacity. Recent Planning Proposals in Anderson and Bertram Streets, which adopted the sharp transition model, have been supported by Council and the Local Planning Panel.

This Report has been commissioned by Council to provide an additional assessment of a potentially strong CBD urban edge and its appropriateness in relation to the adjoining HCAs.

THE HISTORIC URBAN CULTURAL LANDSCAPE OF CHATSWOOD

Over the past century and a half, the central area of Chatswood has developed into two distinctive, interactive urban characters.

- The lively and vigorous core.
- Two extensive low scaled traditional housing areas

Both make an equal but distinctive contribution to the nature and character of Chatswood, which can be characterised as an Historic Urban Cultural Landscape with a dynamic urban core bounded by more stable residential heritage conservation areas. There is little or no CBD overlap, as is the case with the expanded Parramatta CBD.

The historic proximity of the surrounding residential areas to the evolving commercial, retail and civic centre of Chatswood, has been a long held defining aspect, both tangible and intangible, of their character, setting and significance as conservation areas.

There is little evidence that the changing nature of the CBD skyline since the 1960s has had any negative effect on the heritage significance of what are now the two conservation areas, or the public perception of them, even with the more recent rapid rate of change. As a result, the sensitivity to the proposed increase in the scale and extent of urban change in the CBD is likely to be lower in Chatswood than other suburban areas without this historic continuum.

The combination of relatively dense traditional housing forms, mature street planting and mature private gardens, means that the majority of streetscapes views from within each HCA have only limited direct outlook towards the existing high rise sections of the CBD. Thus the perceived “setting” of most of the two HCAs is relatively self contained, or “internal” within the HCA. Accordingly, the primary “setting” of each HCA, on which it relies for some of its heritage significance, is not particularly affected by the distinctive character and taller scale of the nearby CBD. Accordingly, the extent of the physical “interfaces” that need to be examined in this report is relatively limited.

METHODOLOGY

In formulating the required interface management guidelines, this Report surveys the almost non-existent heritage guidance literature currently available to Local and State governments. Most discussion simply assumes that any major uplift in building heights in the vicinity of suburban conservation areas will inevitably generate unacceptable impacts on the significance of those areas. Some international guidance has also been examined.

This Report has identified the following methodology for the resolution of these potential conflicts.

- 1 The Broad Context**
Define the broad context of the Chatswood CBD and the adjoining Heritage Conservation Areas.
- 2 Evolving Relationships**
Define the evolving tangible and intangible relationships between the HCAs and CBD over time
- 3 Current relationships**
Define the current tangible and intangible relationships between the HCAs and CBD
- 4 Nature of the Chatswood CBD**
Define the nature of the Chatswood CBD
- 5 Nature of the Heritage Conservation Areas**
Define the nature of the two Heritage Conservation Areas
- 6 Contribution of Setting**
Define the contribution of the setting of the HCAs to their significance
- 7 Interface Types and Tolerance for Change**
Define the Interface types’ tolerance for change
- 8 Interface Types and Locations**
Define the CBD Strategy Interface types and locations
- 9 Potential Interface Impacts**
Define the CBD Strategy potential for impacts on the adjoining HCAs
- 10 Recommendations for Different Interface Sensitivities**
Identify controls that respond to the various levels of sensitivity

The research undertaken for the preparation of this Report revealed that the situation experienced with the Heritage Interface issues by Parramatta City Council is inherently different from those Chatswood. In Parramatta, the additions to the CBD have expanded into and over portions of surrounding conservation areas or sensitive heritage precincts. The expanded CBD has also embraced an additional number of very sensitive heritage items related to Parramatta’s very early colonial history. By comparison, the proposed expansion of

the Chatswood CBD shares some common boundaries but does not encroach on either of the two adjoining heritage conservation areas and encounters very few heritage items.

This clear and distinct separation between the Chatswood CBD and the HCAs makes the task of interface management considerably less problematic.

EXAMINATION OF THE HCA INTERFACES

There are essentially two forms of Interfaces between the proposed Chatswood CBD and the two adjoining Heritage Conservation Areas:

- **“Across the Street”**. Where the Heritage Conservation Area edge is separated by a street or laneway from the adjoining CBD
- **“Over the Back Fence”**. Where the Heritage Conservation Area boundary runs down the rear of a series of houses that face out to a street and proposed CBD edge runs down the same rear boundary between two rows of houses.

The only location where the Chatswood CBD overlays one of the Heritage Conservation Area is over Chatswood Oval and associated gardens in the south of the CBD.

The analysis of potential Interface Heritage Impacts undertaken for this Report has concluded that there are likely to be heritage impacts arising from three primary forms of development that could be undertaken within the proposed development framework of the Chatswood CBD Strategy:

- A dramatic increase in scale within the existing built environment
- A dramatic increase in bulk within the existing built environment
- Replacement of relatively tall buildings with even taller buildings over time

The resultant actions may generate the following impacts:

- Impacts on the setting of the HCA as perceived within the interface zones
- Impacts on the character and setting as perceived from elsewhere in the HCA
- Impacts on the perception of the character and the significance, of the HCA
- Impacts on the perception of setting of individual owners, including overshadowing, overlooking and loss of privacy

Given the lack of overlap, there will be virtually no physical impacts on the street patterns, urban character, historic buildings, street trees and private landscaping within the HCAs. There will be a complementary set of controls within the CBD Strategy regarding the protection and management of Chatswood Oval.

The intensity of the impacts will be influenced by the proximity of particular development sites. New development that is “over the fence” is likely to have a greater impact than development that is “across the street”. Sensitivity to future change will be tempered by the long history of an evolving urban landscape and by the pace of future change in the interface zones.

STRATEGIC RECOMMENDATIONS

When formulating strategic recommendations regarding the relationship between the projected scale of development in the Chatswood CBD and the relatively low scale of the two adjacent Heritage Conservation Areas, the following aspects should be taken into consideration.

- Chatswood has evolved in a very distinctive manner since the opening, in the late 19th century, of the station on the newly completed North Shore Railway. Its prosperity has always been linked to the dynamic energy generated by excellent transport links and the quality and amenity of the nearby housing areas.
- The whole of the locality can be regarded as an inter-dependant Historic Urban Cultural Landscape, with a dynamic multi-purpose core and surrounding areas of traditional housing.
- The historic proximity of the surrounding residential areas to the centre of Chatswood has been a long held defining aspect, of the character, setting and significance of them as conservation areas.
- The sensitivity to the proposed increase in the scale and extent of urban change in the CBD is likely to be lower in Chatswood than other suburban areas.
- The scale of the existing development within the Chatswood CBD has historically, and continues to be, clearly distinguished from the surrounding low scale conservation areas.
- The majority of each HCA has almost no direct visual connection with the full extent of high rise development in the CBD. This situation is likely to continue.
- Future changes of scale in the CBD are unlikely to generate unwanted impacts on the overall significance of the majority of the HCA.
- The intensity of the impacts will be influenced by the physical and spatial relationships with a particular development.
- Visual awareness of the current or future CBD is generally confined to the more proximate precincts of each HCA. These are identified as interface zones.
- New development that is “over the back fence” in an interface zone is likely to have a greater impact than development that is “across the street”.

Accordingly, this Report finds there is a strong case to be made to support the introduction of dramatically scaled height and FSR capacity to most of the interface edges between the Chatswood CBD and the surrounding heritage conservation areas.

- Most of the interface areas are separated from the nearby HCA by the intervening presence of a street or laneway.
- There are often relatively large buildings (8 storeys) in some of these interface zones, especially along Johnson Street, which have long projected a relatively dramatic change in scale.
- Reduced development capacity is recommended for sites that are “over the fence.”
- The pace of change within differing interface areas is likely to be spread out over time allowing time for the potential impacts to be absorbed by the local community and the HCA.

RECOMMENDATIONS FOR ADJOINING HCA INTERFACES

In accordance with the foregoing analysis, in order to minimise adverse impacts of high density development on ADJOINING Heritage Conservation Areas, limitations on future development capacity should be imposed in those interface zones that have been classified as being “over the back fence”, these being:

Adjoining Chatswood North HCA

- Rear of houses on southern side of Nicholson Street, north of Malvern Ave
- The rear of the houses on the western side of Blakesley Street

Adjoining Chatswood South HCA

- The rear of the houses on the eastern side of Olga Street, between Albert Avenue and Victoria Avenue

These zones are each characterised by a row of standard domestic sized lots with a variety of relatively small single or two storey houses. Larger scale development in these zones would require amalgamation, which would be constrained by the relatively small depth of sites that are likely to eventuate. The narrow lot sizes would naturally impose significant restrictions on their development capacity, particularly when direct amenity impacts from overlooking or overshadowing on immediately adjacent residential properties, are also taken into account.

Development capacity guidelines for the ADJOINING HCA Interface Areas should include:

- Limit maximum permissible heights
- Limit maximum permissible FSR
- Limit the number of lots that can be amalgamated into any single development site
- Limit the maximum lengths of any one building mass
- Require minimum separation distances between new multistorey buildings
- Require minimum landscape areas for new development
- Impose medium density residential zoning
- Require a design excellence process for all development in the interface zones

These recommendations will assist in ensuring that future development in the identified adjoining interface areas is more likely to create satisfactory urban relationships with those heritage conservation areas.

RECOMMENDATIONS FOR ADJACENT HCA INTERFACES

In accordance with the foregoing analysis, in order to minimise adverse impacts of high density development on ADJACENT Heritage Conservation Areas, limitations on future development capacity in line with those stipulated in the CBD Strategy are endorsed as appropriate in those interface zones that have been classified as being “across the road”, these being:

Adjacent to Chatswood North HCA

- Northern side of Wattle Lane
- Eastern side of Anderson Street between Zinnia Lane and Wattle Lane

Adjacent to Chatswood South HCA

- The southern side of Johnson Street between Chatswood Park and Bertram Street
- The eastern side of Bertram Street, between Johnson Street and Albert Avenue
- The southern side of Albert Avenue between Bertram Street and Olga Street

These zones are generally less sensitive due to the intervening presence of a street or laneway.

Development capacity guidelines for the ADJACENT HCA Interface Areas should include:

- CBD maximum permissible heights
- CBD maximum permissible FSR
- No limit on the number of lots that can be amalgamated for a development site
- Limit the maximum lengths of any one building mass to avoid street walls
- Modulate building forms to minimise unbroken external wall lengths
- Orient rectangular buildings with shorter elevation to the street
- Preserve sky visibility between and around tall developments
- Require minimum separation distances between new buildings
- Impose podium and tower massing principles
- Require minimum landscape areas for new development with generous deep soil planting for high canopy trees
- Impose CBD zoning
- Require a design excellence process for all development in the interface zones, with particular attention to the relationship between the building scale and the width of the street or lane

These recommendations will assist in ensuring that future development in the identified adjacent interface areas is more likely to create satisfactory urban relationships with those heritage conservation areas.

RECOMMENDATION FOR UPGRADING HCA INTERFACES

Perhaps the most effective long term measure for softening the impact of an expanding CBD into areas that are closer to the HCAs, is for Council to undertake an active tree planting programme in those streets where the existing tree cover is relatively sparse.

Photos elsewhere in this Report clearly indicate that street trees are a major feature and visual amenity of the two adjoining HCAs, and can do much to soften or reduce the visual presence of larger scale buildings. In other streets, the lower density of mature street trees tends to reduce the amenity and sense of identity of those portions of the HCA.

It is likely that some areas of permissible development uplift derived from the CBD Strategy will take some years or even decades to be implemented. This passage of time will not only increase the familiarity of the inter-related intangible aspects of the Chatswood Historic Urban Cultural Landscape in the public mind, it will give the street trees time to grow into maturity as a future visual buffer and filter for views within and from the HCAs towards the evolving prominence of the CBD.

- Council should commence an active programme to supplement the existing visual presence of street trees across the HCAs.

1.0

INTRODUCTION

1.1 CONTEXT AND OBJECTIVES

The Willoughby Council Chatswood CBD Planning and Urban Design Strategy to 2036 has been prepared over the last few years and was endorsed by Willoughby City Council in June 2017. The intention of the Strategy is to inform future changes to the Willoughby LEP and DCP in relation to the Central Business District.

The Willoughby Council Chatswood CBD Strategy aims to protect the B3 Commercial Core area of Chatswood around the Transport Interchange and relax the planning controls to stimulate development. The aim is to revitalise Chatswood as an important commercial office centre on Sydney's North Shore and meet the jobs target nominated in the North District Plan for this Strategic Centre.

In addition, it proposes to rezone areas around the Commercial Core within the CBD for B4 Mixed Use development, allowing the achievement of additional jobs as well as housing close to trains, buses and other services in Chatswood.

Overall, the vision is for a confident, fine grain, green CBD, with good sun access to key public spaces, high quality built form outcomes and improved pedestrian and cycling links throughout. Buildings will be required to demonstrate excellence in design and sustainability with green roofs and podia in line with the Government Architect's policy *Better Placed*. Contributions to public domain improvements, including art installations, will be part of a new planning agreement process.

As a matter of good process for Council, the Greater Sydney Commission was approached seeking its support. This was given by letter in May 2018.

The Department of Planning and Environment was also provided with a copy and briefed on the Strategy at the beginning of 2018 to seek assurance the Strategy could be supported and to build confidence in the rezoning process within the CBD.

The response provided by the Department in January 2019 raised a number of issues on which Council intends to provide additional clarification. A copy of the relevant sections of the Department's letter is included overleaf.

While Council is satisfied with the proposed sharp transitions between the future CBD and neighbouring heritage conservation areas, with podia forms used to relate to the scale of smaller items, the Department requested an assessment of the more traditional stepping-down transition approach. Council is concerned that the stepping-down model would tend to create a more squat building form in any of the transition or interface areas making future expansion difficult. Recent Planning Proposals in Anderson and Bertram Streets, which adopted the sharp transition model, have been supported by Council and the Local Planning Panel.

This Report has been commissioned by Council to provide additional an assessment of the approach taken of a strong CBD boundary and its appropriateness in this context. Council will thus be able to undertake a more detailed consideration of the position that it has currently adopted.

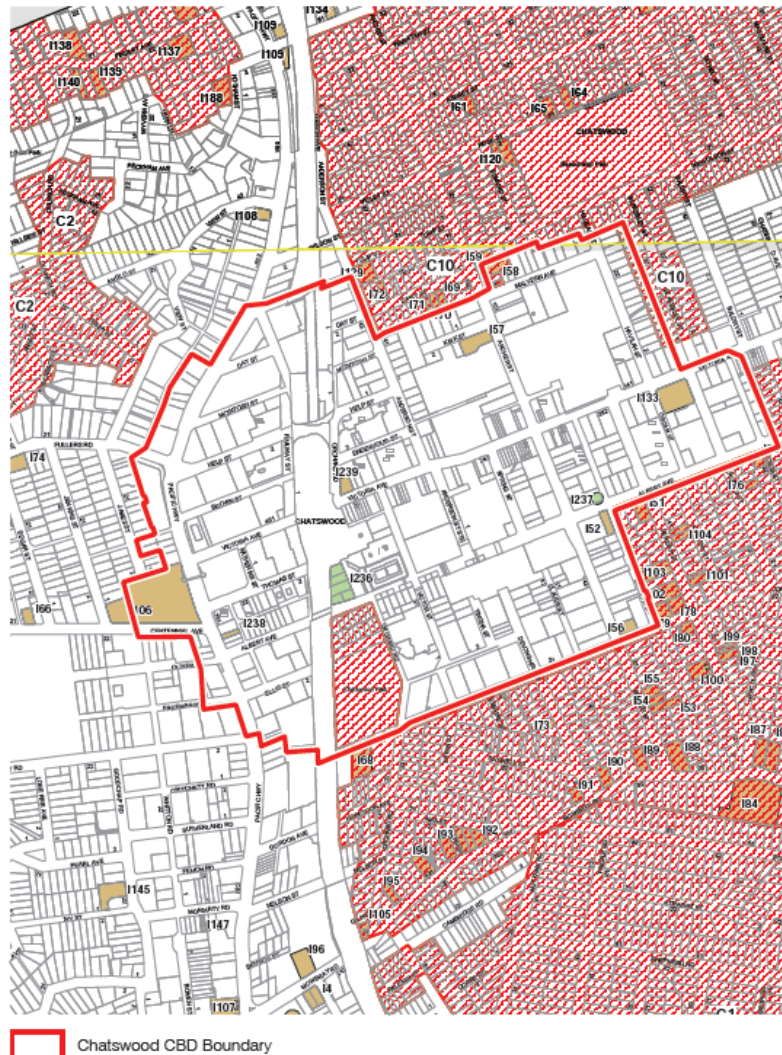


Fig 1 Composite diagram of the CBD Study Area with adjacent Heritage Conservation Areas (Architectus CBD Study pp 166, 167)

Several heritage conservation zones are located at fringe of Chatswood City Centre. Heritage items are locally listed, with no State listings in the Centre.

North Chatswood conservation area (c10) lies to the north, across Malvern Avenue and includes several heritage listed detached dwellings of Federation or Interwar bungalow styles along Daisy Street and Tulip Street. Despite its proximity to the city centre, this area has predominantly retained its low density residential character. Heritage significance of the area is attributed to its early development, circa 1880, and to the essential scale, form and grid patterns retained within the area.

South Chatswood conservation area (c11) demarcates the southern boundary of the city centre and includes clusters of heritage listed houses of local significance, particularly along Neridah Street. The conservation area is characterised by a mixed character with a range of architectural styles from varying periods. The area is noted to have maintained a significant degree of amenity and originality as residential suburb developed circa 1880-1930, and includes several architecturally distinct buildings, intact with their original features.

1.2 CHATSWOOD CBD STRATEGY EXTRACTS

The following relevant extracts have been drawn from the CBD Strategy Study by Architectus to provide an understanding of the context of this heritage interface issues report.

STRUCTURE

(Architectus CBD Strategy Study pp 28)

Chatswood's structure is defined by a series of natural and man-made features including:

- *Topography and in particular the ridgeline to the west (which the Pacific Highway*
- *The rail corridor and the Pacific Highway as the major north-south connectors.*
- *The Railway station and the bus station as transport links at the heart of the centre, dividing the office and retail centres to the west and east of the railway respectively.*
- *Victoria Avenue as the primary east-west pedestrian spine, linking Pacific Highway, Office Core, Railway Station, pedestrian mall, the key public building and open space of the Concourse and major retail centres.*
- *Both commercial and residential tall buildings are currently clustered generally between the Pacific Highway and railway.*
- *Chatswood's street activity is strongly focussed on Victoria Avenue east of the railway, with some activity along side streets and interspersed activity within the office core (west of the railway).*
- *Chatswood relies on the amenity of major open spaces at its edges (particularly Chatswood Oval and Park) and has a structure of smaller open spaces through its central areas. Areas to the northwest and southeast of the centre are presently comparatively under-provided for open space and green open space particularly.*

VISION

(Architectus CBD Strategy Study pp 6)

Chatswood Centre will be confident, fine grain and green. It will be a diverse, vibrant, active and accessible place, with attractive places to live, work and play. This strategy has developed the following principles to develop this future:

1. *Promoting office growth - The office market in Chatswood will continue to improve and it is vital that the centre accommodates this. A key focus for this will be new office growth along Albert Avenue.*
2. *Residential growth in the right locations - Chatswood is an accessible urban centre, however residential use will need to focus outside of the Commercial Core.*
3. *Ensuring the right mix of uses - Retail, medical, community and other uses will also need to be provided in Chatswood. Future use clusters for education (around existing schools), arts*

and culture (around the concourse) and recreation (around Chatswood Oval and other Council properties) have been identified.

4. Providing great public places - Key new spaces and links as well as improvements to existing will provide a variety of high quality, interesting spaces for Chatswood into the future.

5. Addressing transport issues - A balanced approach is required to address future transport needs to ensure sustainable outcomes for Chatswood.

6. Urban design quality - Ensuring a high quality and cohesive environment will provide an attractive centre for all. A clear and implementable vision will help to shape the centre for its future needs.

7. Greening the centre - Chatswood is the focal centre of the leafy North Shore and this should be reflected through both the streetscape and new development.

RECOMMENDED MAXIMUM HEIGHTS

(Architectus CBD Strategy Study Fig 8, pp12)

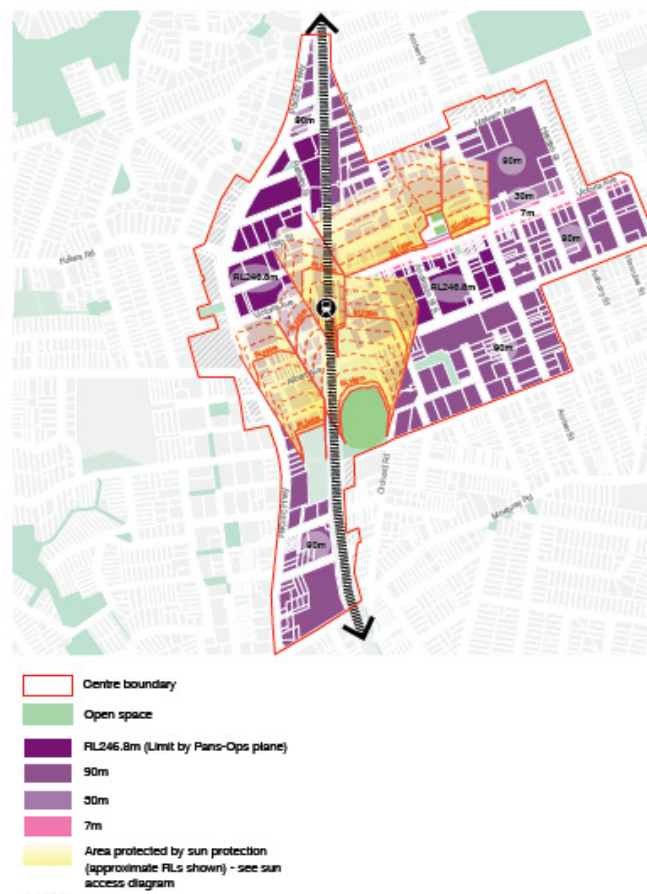


Fig 2 Recommended Maximum Heights, (Architectus CBD Strategy Study Fig 8, pp 12)

RECOMMENDED STREET FRONTAGE HEIGHTS

(Architectus CBD Strategy Study Fig 10, pp13)

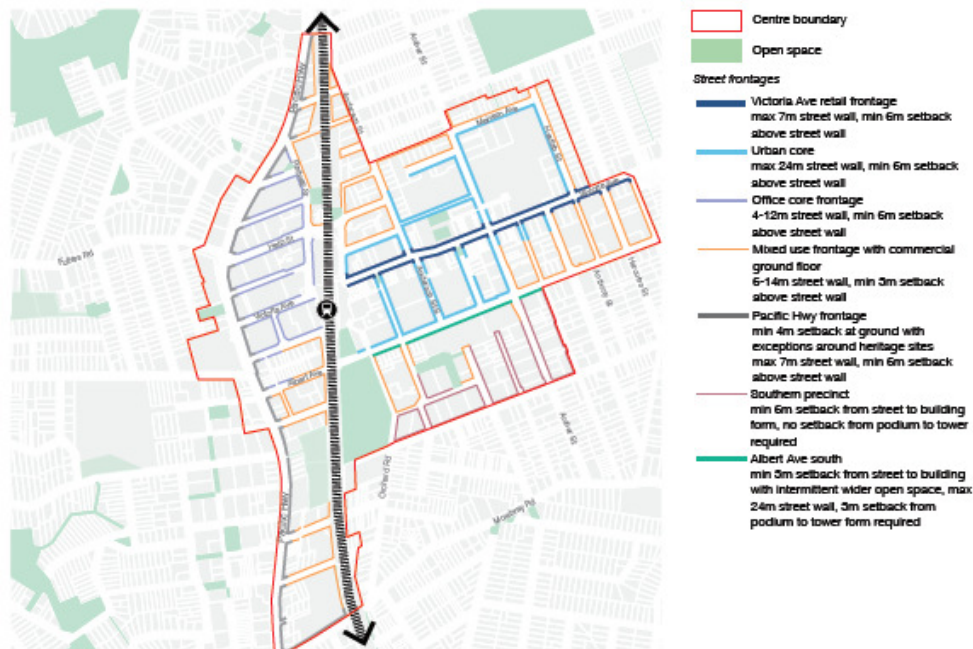


Fig 3 Recommended Street Frontage Heights (Architectus CBD Strategy Study Fig 10, pp13)

TRANSITION TO HERITAGE CONSERVATION AREAS

(Architectus CBD Strategy Study pp49)

The Chatswood CBD is bound closely by Heritage Conservation Areas to the north and south.

It is also, however, a strategic centre for Sydney and should be compared with other dense urban areas in it addresses transition to these areas.

Particularly where close to the centre, relatively sharp transitions can be appropriate, however these should be clearly defined and allow for a legible centre.

Where building heights do transition, podium forms can also be used effectively to relate to the scale of smaller items.

TRANSITION TO HERITAGE ITEMS FROM CENTRES

(Architectus CBD Strategy Study C3, pp181)

The transition of building heights to a centre, particularly from heritage items is a consideration commonly raised.

Within City Centres, a defined 'bell curve' for a centre can make future expansion difficult and may ultimately reduce the attractiveness of the centre as well its ability to compete in the long term effectively with other centres.

The transition between taller buildings and lower-scale heritage items is often handled through the development of appropriate lower-scale podium forms rather than through extensively stepped building heights.

CONCLUSIONS FOR BOUNDARY TESTING

(Architectus CBD Strategy Study 4.6, pp106)

*The **Heritage north and south** areas should be tested further to understand how their development can assist with the strategic potential of the centre and the potential impact on heritage significance can be understood or investigated to be offset through improvements to other heritage issues.*

All areas of expansion are likely to be primarily residential in focus and will not contribute significantly to the retail or office focus of the centre which should be planned to be accommodated primarily in the existing centre.

1.3 DPE LETTER TO COUNCIL

This Report was commissioned by Willoughby City Council in response to issues raised by the Department of Planning & Environment.

On 11 January 2019, the Department wrote to Willoughby City Council to acknowledge the work that had gone into the development of the Strategy, and to confirm that the Department supports the key aims of the Strategy to increase and support commercial development, provide new housing opportunities, and implement public domain and urban design improvements in the Chatswood CBD.

Based on the Department's review of the Strategy and its supporting documentation, there are some aspects of the strategic planning directions recommended by the Strategy that require further justification and review....

The review has identified the potential for built form interface conflicts between the Strategy's building heights and densities proposed at the periphery of the CBD and adjoining areas not in the CBD, particularly where this potential development uplift adjoins low-density heritage conservation areas.

These controls should be reviewed to determine the suitability of this approach in the context of these heritage impacts and consider exploring a more fine-grained built form approach. This could include consideration of reduced heights, minimum lot sizes and densities to support better interfaces and transitions to existing low density and/or heritage conservation areas adjoining the CBD boundaries.

1.4 LIMITATIONS

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

1.5 AUTHORSHIP

This Report has been prepared by Graham Brooks, Managing Director of GBA Heritage, Heritage Consultants, Sydney.

All photos, unless otherwise acknowledged, are sourced from GBA Heritage Pty Ltd

2.0

TOWARDS AN INTERFACE MANAGEMENT METHODOLOGY

2.1 BACKGROUND

The *Chatswood CBD Planning and Urban Design Strategy to 2036* sets out to guide the expansion and future growth of the commercial, civic, retail and recreational core of Chatswood in a manner that, among other things respects the integrity and significance of the two Heritage Conservation Areas located to the north and south of the centre. Over the last 60 years, the character and urban density of the centre of Chatswood has changed enormously, and is expected to continue growing under the influence of major upgrades to the transportation networks and population growth.

The Department of Planning and Environment's letter regarding the Chatswood CBD Planning and Design Strategy, dated 11 January 2019, identified the potential for built form interface conflicts between the vision for the CBD and the adjacent heritage conservation areas. Willoughby Council has been asked to explore a more fine-grained built form approach for the various interface circumstances around the periphery of the CBD Strategy area.

In essence the debate comes down to the potential impact on the heritage significance of the nearby heritage conservation areas from a major uplift in CBD building heights and densities, particularly where they are in close proximity to the low scale suburban character of the housing on the edges of those adjacent conservation areas.

The expressed concern is that the higher densities and building massing will adversely impact on the "setting" of the adjacent conservation areas. Since the "setting" or visual context of a heritage item or heritage area is generally regarded as having an influence on the heritage significance of the place, it is important that there be a clear methodology for managing the impact of any dramatic changes in scale at the various interfaces.

There has been some debate in recent years about the scale of new residential and commercial development in certain centres across metropolitan Sydney, and more particularly about the rate of change that has characterised the current or most recent development cycle. To some degree it is more the rate of change, than the actual change of scale that has been described by some residents and commentators as the major issue.

The first big change in residential scale across Sydney commenced in the late 1960s with the introduction of 8 storey residential flat buildings, including those along the Johnson Street interface in Chatswood. Those changes in scale, which were once regarded as dramatic, have since settled into the established medium-rise nature of most suburban centres, including the Chatswood CBD. In many cases that early increase in scale has been mitigated by large mature trees that surround or separate these comparatively large scale residential buildings.

More recently, high rise residential and commercial buildings have significantly increased the urban scale of their localities in many parts of metropolitan Sydney. Those concentrated around Chatswood Railway Station are now prominent on the skyline but are well separated from the HCA edges. This recent growth in the scale of the western sector of the Chatswood CBD has not apparently generated significant concern within the local community about their relationship with the conservation areas or individual heritage items.

The current challenge posed by the CBD Strategy is to extend the higher urban forms further east, and into closer proximity with the established edges of the two adjacent heritage conservation areas.

In formulating its recommendations and guidelines, this Report surveys the almost non-existent heritage guidance literature currently available to Local and State governments. Most of the standard heritage literature simply assumes that any major uplift in building heights in the vicinity of suburban conservation areas will inevitably generate unacceptable impacts on the significance of those areas. Unfortunately, there is very little related discussion as to why this is regarded as the most likely outcome.

Concern about the potential impact of new development “in the vicinity” of a heritage conservation area is enshrined in Clause 5.10(5) of Willoughby LEP 2012, as well as all other standard LEPs prepared in this period. This clause gives the consent authority the power to require the preparation of a “heritage management document” that *assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned*.

The issue of how changes in the surrounding natural or built environment might impact on historic monuments or historic urban ensembles arose in the decades after World War 2, when the then French Minister for Culture, Andre Malraux, developed the concept of a protective zone around such places to safeguard their overall “setting” and “identity”. This methodology is now enshrined in the Australia ICOMOS *Burra Charter*, the widely accepted methodology for managing and conserving places of heritage value in Australia.

In the absence of any clear guidelines dealing with large scale historic suburban residential areas that are now protected as heritage conservation areas, this Report has researched and identified a methodology for the resolution of potential conflicts between the rapid increase in the scale of suburban centres in metropolitan Sydney and any nearby heritage conservation areas. Subsequent sections test the application of these methodologies to the sensitive heritage conservation area interface locations around the defined boundaries of the Chatswood CBD Study Area.

The research undertaken for the preparation of this Report revealed that the situation experienced with the Heritage Interface issues by Parramatta City Council is inherently different in Chatswood. In Parramatta, the upgraded CBD has expanded into and over portions of the surrounding conservation areas. The Parramatta CBD has also embraced a number of very sensitive heritage items related to Parramatta’s very early colonial history. By comparison, the proposed expansion of the Chatswood CBD butts against but does not encroach on either of the two adjoining heritage conservation areas and encounters very few heritage items.

This clear and distinct separation between the Chatswood CBD and the HCAs makes the task of interface management considerably less problematic.

2.2 THE ROLE OF “SETTING” IN THE BUILT ENVIRONMENT

2.2.1 THE AUSTRALIA ICOMOS BURRA CHARTER

The Australia ICOMOS “Burra Charter” provides a useful Definition of “Setting” (Article 1.12) and some Explanatory Notes :

Setting means the immediate and extended environment of a place that is part of or contributes to its cultural significance and distinctive character.

Setting may include structures, spaces, land, water and sky, the visual setting including views to and from a place, and along a cultural route; and other sensory aspects of the setting such as smells and sounds. Setting may also include historical and contemporary relationships, such as use and activities, social and spiritual practices, and relationships with other places, both tangible and intangible.

Article 8 sets out a relevant Conservation Process with regard to Setting.

Conservation requires the retention of an appropriate setting. This includes the retention of the visual and sensory setting as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place.

New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

2.2.2 THE SETTING OF HERITAGE ASSETS - HISTORIC ENGLAND

An expanded understanding of the role of “Setting” in the historic built environment can be gained from the publication *The Setting of Heritage Assets*, published Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017), Historic England

Setting of a Heritage Asset;

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surrounding evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

*[The setting's] importance, and therefore the degree of protection it is offered in planning decisions, depends entirely on the **contribution the setting makes to the significance** of the heritage asset or its appreciation.*

Setting and the significance of heritage assets

Setting is not of itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated (if for example it is a designed setting). Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

The extent of setting

The extent of the setting of a heritage asset is not fixed and may change as the asset and its surroundings evolve.

Change over time

Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset's setting is likely to affect the contribution made by setting to the significance of the heritage asset.



Fig 4

The distant high rise backdrop now forms part of the setting of even relatively distant sections of the Chatswood North HCA.

This view looks across housing lots and is filtered by the mature trees

Corner of Nicholson and Edmund Streets, looking south west.



Fig 5

Axial streets enable clearer view of the high rise backdrop to the Chatswood North HCA.

Nicholson Street, near the corner of Edmund Street, looking west.



Fig 6

In some streets, the tree cover is so dense that medium to long distance views are completely blocked, giving a self contained "internal" feel to the setting.

Johnson Street, looking south into Neridah Street.



Fig 7

In closer sections of the Chatswood North HCA, where the tree cover is less dense, the backdrop, the high rise CBD core is a strong part of the evolved setting of the HCA.

Daisy Street, looking south west.



Fig 8

The 8 storey residential blocks along Johnson Street adjacent to the Chatswood South HCA would have been a dramatic uplift in scale and setting in the 1970s.

These blocks are now well screened by mature high canopy planting.

Johnson Street looking west from Archer Street



Fig 9

The setting of this historic house has changed over the last few decades without adversely affecting its heritage significance.

Corner of Johnson and Neridah Streets, looking north west.

2.3 LOCAL GOVERNMENT FRAMEWORK

2.3.1 WILLOUGHBY LEP 2012

2.3.1.1 Heritage Management Provisions

The Chatswood North and Chatswood South Heritage Conservation Areas are listed in Schedule 5 of WLEP 2012.

Clause 5.10(1)(b) Heritage Conservation, in Willoughby LEP 2012, carries the following Objective:

To conserve the heritage significance of heritage items and heritage conservation areas including associated fabric, settings and views.

Clauses 5.10 (4) and (5) require the consent authority, before granting consent in regard to a heritage item or heritage conservation area, consider the extent to which the carrying out of development on, or in the vicinity, of heritage items and heritage conservation areas would affect the heritage significance of those places.

Accordingly, *the consent authority MAY require a heritage management document to be prepared that assesses the extent to which the carrying out of the proposed development would affect the heritage significance of the heritage item or heritage conservation area concerned.*

2.3.1.2 Design Excellence Provisions

There are no design excellence provisions within Willoughby LEP 2012 that are of relevance to the current Report. However, design excellence is a requirement under the Chatswood CBD Strategy and is intended to form an amendment to WLEP 2012.

2.3.1.3 LEP Height of Buildings Provisions

Clause 4.3 of Willoughby LEP 2012 contains the following Objectives, which establish the existing design and development parameters for the height of buildings in the central business district of Chatswood. The Chatswood CBD Strategy seeks to increase many of the currently permissible heights.

(1) The objectives of this clause are as follows:

(a) to ensure that new development is in harmony with the bulk and scale of surrounding buildings and the streetscape,

(b) to minimise the impacts of new development on adjoining or nearby properties from disruption of views, loss of privacy, overshadowing or visual intrusion,

(c) to ensure a high visual quality of the development when viewed from adjoining properties, the street, waterways, public reserves or foreshores,

(d) to minimise disruption to existing views or to achieve reasonable view sharing from adjacent developments or from public open spaces with the height and bulk of the development,

(e) to set upper limits for the height of buildings that are consistent with the redevelopment potential of the relevant land given other development restrictions, such as floor space and landscaping,

(f) to use maximum height limits to assist in responding to the current and desired future character of the locality,

(g) to reinforce the primary character and land use of the city centre of Chatswood with the area west of the North Shore Rail Line, being the commercial office core of Chatswood, and the area east of the North Shore Rail Line, being the retail shopping core of Chatswood,

(h) to achieve transitions in building scale from higher intensity business and retail centres to surrounding residential areas.

(2) The height of a building on any land is not to exceed the maximum height shown for the land on the Height of Buildings Map.

2.3.2 WILLOUGHBY DCP 2016

The two Heritage Conservation Areas are mapped and described in Willoughby DCP.

Part H.1.2 Aims of Willoughby Development Control Plan 2016 sets out the following:

- (b) to ensure that the significance of Heritage Items is identified and retained;*
- (c) to ensure that the heritage significance, special streetscape and landscape of Heritage Conservation Areas is maintained;*
- (g) to provide controls for the development of land within the vicinity of Heritage Items and Heritage Conservation Areas*

Part H.2.1 Planning and Design Principles in Willoughby Development Control Plan 2016 include the following, which are heavily focused on heritage items of land within a heritage conservation:

Council will not consent to the alteration, extension or erection of a building or other works which alter the existing improvements on land that is either listed as a Heritage Item or is located within a Heritage Conservation Area without considering:

Objectives

- To provide an appropriate visual setting for heritage items and buildings within heritage conservation areas, including landscaping, fencing and carparking;*
- To maintain and enhance the existing heritage significance of the streetscape and the vicinity;*

Requirements

- Development in the vicinity of a Heritage Item should respect the visual curtilage of that Item;*
- New developments must respect the existing significance of the streetscape and the vicinity;*

Part H.3.1

Heritage Conservation Areas are representative of particular phases in the development of the City of Willoughby. They have distinctive historic, stylistic and streetscape values that are essential to retaining the heritage of Willoughby. Components (within the HCA) which contribute to this significance are to be retained, and new development must reflect and reinforce this character.

2.3.2.1 WILLOUGHBY DCP SOLAR DESIGN PRINCIPLES

Section C3.2.1.D sets out Solar Design Principles regarding Overshadowing of adjacent Buildings.

- *Minimise the degree of overshadowing of adjacent buildings or open space by using measures such as variation to wall setbacks, roof form and building height or incorporating habitable rooms in roof space.*
- *The north facing windows of living areas and the principal portion of the primary recreational open space of adjacent buildings should have at least 3 hours of sunlight between 9.00am and 3.00pm on June 22. Where existing overshadowing by buildings and fences is greater than this, solar access should not be reduced by more than 20% (measured in square metres).*

These provisions apply to adjacent buildings in Heritage Conservation Areas and Heritage Items in addition to any other buildings.

2.3.3 WILLOUGHBY LOCAL PLANNING PANEL COMMENTARIES

Three relevant planning proposals for sites opposite HCAs were examined by the Willoughby Local Planning Panel in the last half of 2018. A number of relevant points were raised in the evaluation by the Panel of these proposals:

2.3.3.1 54-56 Anderson Street, Chatswood, 31 July 2018.

- The importance of the interface of this site with the adjacent heritage conservation area, which is both low density and slopes downward away from the site.
- Uncertainty as to how the proposed FSR of 6:1 will be achieved on site, and the impact of the height currently under consideration on the adjoining heritage conservation area.

The Panel recommended that further consideration be given to the interface between this site and the adjoining properties included in the revised CBD boundary and the adjacent low density heritage conservation area.

Note that the site at 54-56 Anderson Street is separated by the width of Anderson Street from the adjoining Chatswood North HCA and from the fine heritage listed Federation house at 20 Tulip Street.

In its prior evaluation of this proposal, as recorded in the papers for the ordinary Council meeting of 25 June 2018, the internal heritage referral commented:

The proposal is consistent with the CBD Strategy in that it is a development designed to take into account the heritage context, mitigating visual impacts via 4m landscape setbacks and 3m setbacks to the three storey podium and 6m to the tower frontage of Anderson Street.

2.3.3.2 51-56 Archer St, 34-34B Albert Ave & 30-32A Bertram St, 20 September 2018

The overall property affected by this Planning Proposal includes the heritage listed house at 34 Albert Avenue, which would be retained and incorporated into the development site. The potential heritage impacts arising from the proposal were deemed as acceptable in the Statement of Heritage Impact prepared for the applicant by Paul Davies Heritage Consultants.

The Council's heritage staff evaluated the proposal and concluded that the use of a podium design model, coupled with setbacks and landscaping satisfactorily mitigated the scale difference with the heritage listed house and the heritage conservation area interface on the opposite side of Bertram Street.

The Planning Panel made the following comment:

Taking into account this site's proximity to Heritage Conservation Areas as well as its location within the CBD the panel supports a design excellence process as proposed. As part of this process, amenity considerations including solar access, height and massing of buildings and design of the public domain should be addressed.

2.3.3.3 58 Anderson Street, Chatswood, 7 November 2018

The Panel recommended that if Council proceeds with this Planning Proposal, it should incorporate provisions that maintain a base FSR and Height on the site and that additional FSR and Height consistent with the CBD Strategy is only achieved if planning outcomes are realised such as design excellence, sustainability, maximum commercial component and affordable housing.

Note that despite the immediate proximity of this proposal to that for 54-56 Anderson Street, the Panel did not raise specific concerns regarding potential impacts on the adjacent HCA.

2.3.4 PARRAMATTA COUNCIL RESPONSE TO SIMILAR ISSUE

Over the past decade or so, the Parramatta Central Business District has been the subject of significant research regarding the raising its development capacity.

At the core of the heritage issues is the fact that the proposed expansion of the Parramatta CBD embraced a number of LEP heritage conservation areas and the World Heritage Listed Old Government House and Domain.

The complexity of interfaces with heritage conservation areas within the northern and southern precincts of the Parramatta CBD has generated considerable debate about the relationships of scale between the projected preference for high rise buildings and the typically single to two storey scale of the heritage conservation areas. This is further complicated by the scattering of low scale heritage items.

The Chatswood CBD interfaces, by comparison, are relatively clear cut - a majority being suburban roadways with only a relatively small number of rear property boundaries. This an important distinction with many of the issues faced by Parramatta Council.

2.3.4.1 URBIS Report, December 2015

Parramatta Council commissioned URBIS to produce their *Heritage Study – CBD Planning Controls in December 2015*. One of the key tasks was to respond to the Planning Strategy by “providing guidance on transition planning controls for the heritage conservation areas”.

The increased sensitivity generated by the presence of so many national and state heritage items within the expanded CBD boundaries, and the overlapping or adjacent presence of very historic conservation areas, justified a more conservative approach to protection and conservation of the small scale items and low scale areas. The URBIS Study was also informed by the 2011 identification of Heritage Views across the original Georgian town plan of Parramatta from the adjacent parkland to the west and the 2012 Planisphere Technical Study about protecting views out from the World Heritage listed Old Government House and Domain, as well as the State Significant historic cultural landscape encompassing Experiment Farm, Hambledon Cottage and Elizabeth Farm, to the east.

URBIS promoted the principle that individual approaches should be adopted to suit the particular nature of each interface, including to both heritage items and conservation areas. Their study investigated the particular situations of some 11 sensitive precincts as well as a number of particular issues such as archaeology, indigenous heritage and isolated heritage items.

The complexity of issues and plethora of extremely sensitive interfaces led URBIS to promote the concept of stepped transitions between developments with maximum permissible height limits and adjoining sensitive items and areas.

Secondly, the URBIS Study was undertaken in 2015, prior to the subsequent increase in applications for and construction of significantly higher structures within the Parramatta CBD.

Neither of these constraints apply to the current Chatswood CBD Interface study.

The subsequent pace and scale of development in central Parramatta tended to soften the sensitivity of the perceived impacts from radically different scales in the urban built environment.

2.3.4.2 HECTOR ABRAHAMS ARCHITECTS Report , June 2017

This HAA Report was commissioned partly to review the recommendations of the earlier URBIS report. It found that were positive benefits that could arise from a consistent methodology but not necessarily uniform approach to managing the interface between the projected growth and scale of the expanded CBD and heritage items or conservation areas that had long been carefully managed to protect their low scale and historical identity within or near a growing urban centre. The report also identified a series of potentially negative heritage impacts arising from the Parramatta Planning Proposal, involving the expansion of the Parramatta CBD.

The nature of an impact upon heritage is influenced by many factors, including the type, scale and context of the proposal. A more helpful way to consider the impact of a new development upon heritage is to consider the relationship that will exist between them.

New development can and must be accommodated alongside existing heritage in a way that is respectful and appropriate, responding to the building, the street, and the wider area. Where a poor relationship exists, this can lead to poor heritage outcomes in terms of isolation, overshadowing, or disturbance of existing street patterns and rhythms. (pp30-31)

The HAA study identified and recommended three specific heads of consideration when assessing heritage impacts at heritage interfaces within and around the Parramatta CBD:

- **The Immediate Relationship**, where consideration must be given to the impact on the proposed development on the built fabric or within or adjacent to the lot of a heritage item , or the impact upon a property located within a conservation area.
- **The Street Relationship**, where a new development is visible from the street elevation. If this is on a corner location (or adjacent to a corner) then the impact upon both streetscapes must be considered.
- **The Area Relationship**, where a development is of a certain height and is adjacent to a conservation area or cluster of individually listed heritage items, the impact of that development upon the significance of the conservation area must be considered.

The HAA study also considered and identified some objective principles for creating an appropriate buffer.

In certain circumstances tall new development can have the unintended effect of creating a “wall” to a street that raises the height significantly before sky again becomes visible. A previously dynamic skyline can quickly become uniform, while streets that once appeared open can become overlooked.

Street width, planting, topography and orientation can all affect the impact that new development can have on existing street character. Increased height for certain developments may in some cases be a better outcome than a dominating lower-scale building of greater visual bulk.

Detrimental or alienating effects that may arise on neighbouring properties of public places at the interfaces could include overshadowing, overlooking, a sense of “looming”, abrupt transition of scale and/or loss of activation at street level.

In relation to this Chatswood CBD Interface discussion, this situation first arose along streets such as Johnson Street, in the late 1960s, when the single storey housing on the northern side of the street was progressively replaced by a row of 8 storey residential buildings, which would have been the equivalent of very high rise buildings in today's circumstance. Fortunately those buildings were well spaced and their visual presence since mitigated by the growth of tall canopy trees around and between the buildings.

HAA made a number of relevant recommendations for minimising and mediating affects of rapid large scale change:

- Modulate building forms to prevent the creation of a “wall” effect
- Setback higher levels of tall development adjacent to public space to reduce bulk
- Separate tall buildings near public reserves by streets or pathways
- Create active frontages where appropriate
- Preserve sky visibility between and around tall developments

Of particular relevance was the recommendations in the HAA Report that any tall buildings in the eastern section of the Parramatta CBD should not throw shadows onto the three major nearby heritage places – Experiment Farm, Hambledon Cottage and Elizabeth Farm. The reason given was:

It is vital that new development in the Parramatta CBD does not overshadow these places. It is important to retain a sense of separation from the Parramatta CBD for these early Colonial buildings and their settings. Any shadow generated directly as a result of a tower development would compromise this separation from the Parramatta CBD.

This potential heritage issue is not relevant in Chatswood as the housing in the HCA has always been associated with the nearby CBD

2.3.4.3 GML Heritage Report, September 2018

In order to evaluate the URBIS and HAA reports, the Department commissioned GML Heritage to undertake an independent review of the previous heritage advice for three areas of the Parramatta CBD. The particular areas interface with heritage conservation areas as well as state and local heritage items.

One of the complexities with the Parramatta CBD study is that there were heritage items or conservation areas within or in the vicinity of the so-called interface areas.

The GML Heritage recommendations were essentially to ban the idea of a blanket approach across these areas and develop FSR transitions in scale for high buildings within and adjacent to conservation areas and adjacent to heritage items. The incentive height and FSR provisions, which were an integral component of the Parramatta Strategy, should not apply to sites adjacent to or within conservation areas.

2.3.4.4 Gateway Determination Report, November 2018

The recently released Gateway Determination Report for the Parramatta CBD Planning Proposal (November 2018) contained the following commentary in Section 1.4:

The Parramatta CBD contains many significant heritage items of world, national, state and local significance. The locality immediately surrounding the Parramatta CBD is dominated by heritage conservation areas, parkland and heritage precincts.

The Parramatta CBD Gateway Determination Report summed up the various studies that have been completed in an attempt to formulate a set of principles or guidelines for managing the scale difference and other factors in the relationships between large new development and low scale traditional neighbourhoods.

Council commissioned the Parramatta CBD Heritage Study (URBIS 2015) and a further study of heritage interface areas by Hector Abrahams (HAA 2017). The recommendations of both reports were not adopted in their entirety by Council.

Heritage Interface Areas

After the completion of the URBIS Heritage Study, the Department considered several site-specific planning proposals that raised issues with the heritage interface areas at the periphery of the proposed new CBD boundary. In response to these issues, Council commissioned the HAA study, which made recommendations about heritage interface areas that differed from Urbis' recommendations....

There are concerns regarding potential amenity impacts on the southern side of the CBD where tall buildings have the potential to overshadow low-density residential areas for significant periods of the day. To assist in the assessment of the heritage interface issues, the department commissioned GML Heritage to carry out a Peer Review of the heritage interface areas.

There are inconsistencies between the recommendations in the HAA and GML reports and the recommendations for height and FSR in the planning proposal. For example, the heritage reports recommend a 2:1 FSR for Marion Street, but Council has proposed a 6:1 FSR. It is considered that insufficient justification has been provided to demonstrate why these inconsistencies are appropriate.

Council is required to review the planning proposal and provide further evidence to support the intended outcomes where there is an unresolved inconsistency between the outcomes in the CBD planning proposal and the heritage interface reports. Further evidence may be in the form of an urban design study to test built form outcomes, more detailed heritage investigations or further details regarding overshadowing impacts.

2.4 STATE GOVERNMENT FRAMEWORK

2.4.1 MANAGING CHANGE IN HERITAGE CONSERVATION AREAS

The 1996 publication *Conservation Areas, Guidelines for Managing Change in Heritage Conservation Areas*, Heritage Office and department of Urban Affairs and Planning, provides the following explanation as to what constitutes a heritage conservation area.

What is a Heritage Conservation Area?

There is widespread community recognition that a particular precinct, streetscape, suburb, landscape, town or group of buildings, can have particular heritage values which distinguish it from other places and from its surroundings. These values are rooted in the area's history, although it may also be worthy of protection because of its urban design and neighbourhood amenity qualities.

A heritage conservation area is more than a collection of individual heritage items. It is an area in which historical origins and relationships between the various elements create a sense of place that is worthy of keeping.

The NSW Heritage Act 1977 uses the term heritage precinct to mean "an area which contains one of more buildings, works, relics or places which are items of environmental heritage and which have a character which should be conserved". The term environmental heritage means "those buildings, works, relics or places of historic, aesthetic, cultural, social, archaeological, architectural natural or aesthetic significance for the State". (pp3)

Development in the Vicinity of Heritage Items or Areas

Applications for development on land in the vicinity of heritage areas also need to be assessed for the possible effect on the significance of the heritage area in terms of proximity, relationship and design.

The extension of a commercial centre for example, may have negative effects on nearby residential heritage areas in terms of traffic generation, building use and occupancy...

Landscape protection zones and building lines can be used to ensure that new development does not overwhelm or detract from the landmark qualities of an area. (pp 30)

2.4.2 DEFINING THE CURTILAGES OF HERITAGE PLACES

The primary reference regarding Heritage Curtilages is the 1996 guideline publication *Heritage Curtilages*, by the Heritage Office, NSW Department of Urban Affairs and Planning.

Heritage Curtilage is defined as the area of land surrounding an item of heritage significance which is essential for retaining and interpreting its heritage significance.

In the context of the current Report, the most useful way of considering the relationship between the Chatswood CBD and the two adjacent heritage conservation areas is that of a *Composite Heritage Curtilage*.

This type of curtilage applies to heritage conservation areas and defines the boundaries of land required to identify and maintain the heritage significance of an historic district.

The heritage significance of many suburban buildings is derived from their contribution to a group or cluster of similar buildings. In these cases, the curtilage is based on the perimeter of the whole precinct, not individual lot boundaries.

In the case of the two Chatswood HCAs, the boundaries were largely determined by the following criteria:

- Streets that defined areas where the quality of the surviving historic houses was consistent
- Edges suggested by a concentration of early buildings and sites
- The collective significance of items in the area
- The quality of major open spaces
- The landscape setting of the area
- The heritage significance of (some) individual items and their place in the area.
- In some cases the HCA edges were set along the adjoining rear boundaries of rows of houses that faced out to different street frontages

With regard to the management of heritage curtilages, the publication includes the following Development Control Mechanisms:

- Providing statutory planning and heritage management protection, which are already available through the LEP identification and protection of the two HCAs
- The identification of visual catchments to protect the setting and any special visual links between heritage items
- Height, form, scale and setback limits for development within heritage curtilages or adjacent buffer areas or visual catchments
- Screening through planting between heritage properties and proposed new development

2.4.3 HERITAGE IMPACT ASSESSMENT

The NSW Heritage Council publication *Statements of Heritage Impacts* provides a series of questions that should be considered when determining the likely heritage impact of a proposed development on the heritage significance of a heritage item or conservation area. Typically a great deal of the focus is on the fabric of heritage items or on buildings located within a Heritage Conservation Areas.

The most relevant set of questions regarding impact on the setting of a nearby heritage conservation area is contained in the following section:

New development adjacent to a heritage item

- *How is the impact of the new development on the heritage significance of the item or area to be minimised?*
- *Why is the new development required to be adjacent to a heritage item?*
- *How does the curtilage around the heritage item contribute to the retention of the heritage significance?*
- *How does the new development affect views to and from the heritage item? What has been done to minimise negative effects?*
- *Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

2.4.4 NSW LAND AND ENVIRONMENT COURT GUIDANCE

2.4.4.1 Demarcation in the vicinity of a Heritage Conservation Area

In Trinity Grammar School v Ashfield Council (2007) (LEC 733), Roseth SC held (at 46) that a street is a much better demarcation line between a school and a residential use than the rear fence of a house. In my opinion the proposal's impact on the significance of nearby heritage items and heritage conservation areas is acceptable.

This judgement can be extrapolated to an acceptance that the presence of a separating road between a HCA and a proposed development greatly diminishes any potential heritage impact, by comparison with a situation where the proposed development site was "over the back fence" ie shared a common boundary with the HCA.

In coming to that judgement Roseth SC discussed (at 42) the issue of an unacceptable impact on a heritage conservation area.

I searched in vain the (expert) evidence for a statement of what, in the opinion of each expert, constitutes unacceptable impact. The nearest I came to it was the suggestion that the proposed buildings would have a larger scale than the houses in the conservation area. Several questions arise from this.

- *Is the mere difference in size sufficient to constitute an unacceptable impact?*
- *How much difference in size is acceptable?*
- *How close does the larger building need to be to the conservation area or heritage item to constitute an unacceptable impact?*

2.4.4.2 LEC Planning Principle – Compatibility in the Urban Environment

In *Project Venture Developments v Pittwater Council [2005] (NSWLEC 191)*, Roseth SC discussed the concept of Compatibility in the Urban Environment.

22 There are many dictionary definitions of compatible. The most apposite meaning in an urban design context is capable of existing together in harmony. Compatibility is thus different from sameness. It is generally accepted that buildings can exist together in harmony without having the same density, scale or appearance, though as the difference in these attributes increases, harmony is harder to achieve.

23 It should be noted that compatibility between proposed and existing is not always desirable. There are situations where extreme differences in scale and appearance produce great urban design involving landmark buildings. There are situations where the planning controls envisage a change of character, in which case compatibility with the future character is more appropriate than with the existing. Finally, there are urban environments that are so unattractive that it is best not to reproduce them.

24 Where compatibility between a building and its surroundings is desirable, its two major aspects are physical impact and visual impact. In order to test whether a proposal is compatible with its context, two questions should be asked.

- *Are the proposal's physical impacts on surrounding development acceptable? The physical impacts include constraints on the development potential of surrounding sites.*
- *Is the proposal's appearance in harmony with the buildings around it and the character of the street?*

25 The physical impacts, such as noise, overlooking, overshadowing and constraining development potential, can be assessed with relative objectivity. In contrast, to decide whether or not a new building appears to be in harmony with its surroundings is a more

subjective task. Analysing the existing context and then testing the proposal against it can, however, reduce the degree of subjectivity.

26 For a new development to be visually compatible with its context, it should contain, or at least respond to, the essential elements that make up the character of the surrounding urban environment. In some areas, planning instruments or urban design studies have already described the urban character. In others (the majority of cases), the character needs to be defined as part of a proposal's assessment. The most important contributor to urban character is the relationship of built form to surrounding space, a relationship that is created by **building height, setbacks and landscaping**. In special areas, such as conservation areas, **architectural style and materials** are also contributors to character.

27 Buildings do not have to be the same **height** to be compatible. Where there are significant differences in height, it is easier to achieve compatibility when the change is gradual rather than abrupt. The extent to which height differences are acceptable depends also on the consistency of height in the existing streetscape.

28 Front **setbacks** and the way they are treated are an important element of urban character. Where there is a uniform building line, even small differences can destroy the unity. **Setbacks** from side boundaries determine the rhythm of building and void. While it may not be possible to reproduce the rhythm exactly, new development should strive to reflect it in some way.

29 **Landscaping** is also an important contributor to urban character. In some areas landscape dominates buildings, in others buildings dominate the landscape. Where canopy trees define the character, new developments must provide opportunities for planting canopy trees.

30 Conservation areas are usually selected because they exhibit consistency of scale, style or material. In conservation areas, a higher level of similarity between the proposed and the existing is expected than elsewhere. The similarity may extend to **architectural style** expressed through roof form, fenestration and materials.

31 It should be remembered that most people are not trained planners or urban designers and experience the urban environment without applying the kind of analysis described above. As people move through the city, they respond intuitively to what they see around them. A photomontage of a proposed development in its context provides the opportunity to test the above analysis by viewing the proposal in the same way that a member of the public would

2.4.4.3 LEC Planning Principle – Assessment of height and bulk

In *Veloshin v Randwick Council* [2007] NSWLEC 428 Roseth SC discussed the issues of height, bulk, scale and overdevelopment, before establishing a Planning Principle:

The appropriateness of a proposal's height and bulk is most usefully assessed against planning controls related to these attributes, such as maximum height, floor space ratio, site coverage and setbacks. The questions to be asked are:

Are the impacts consistent with impacts that may be reasonably expected under the controls?

How does the proposal's height and bulk relate to the height and bulk desired under the relevant controls?

Where the planning controls are aimed at preserving the existing character of an area, additional questions to be asked are:

Does the area have a predominant existing character and are the planning controls likely to maintain it?

Does the proposal fit into the existing character of the area?

Where the planning controls are aimed at creating a new character, the existing character is of less relevance. The controls then indicate the nature of the new character desired. The question to be asked is:

Is the proposal consistent with the bulk and character intended by the planning controls?

Where there is an absence of planning controls related to bulk and character, the assessment of a proposal should be based on whether the planning intent for the area appears to be the preservation of the existing character or the creation of a new one. In cases where even this question cannot be answered, reliance on subjective opinion cannot be avoided. The question then is:

Does the proposal look appropriate in its context?

2.4.4.4 LEC Planning Principle – Assessing Impact on Neighbouring Properties

In *Davies v Penrith City Council* [2013] NSWLEC 1141, Moore SC proposed an amended set of questions when considering this issue:

The following questions are relevant to the assessment of impacts on neighbouring properties:

- *How does the impact change the amenity of the affected property? How much sunlight, view or privacy is lost as well as how much is retained?*
- *How reasonable is the proposal causing the impact?*
- *How vulnerable to the impact is the property receiving the impact? Would it require the loss of reasonable development potential to avoid the impact?*
- *Does the impact arise out of poor design? Could the same amount of floor space and amenity be achieved for the proponent while reducing the impact on neighbours?*
- *Does the proposal comply with the planning controls? If not, how much of the impact is due to the non-complying elements of the proposal?*

2.5 INTERNATIONAL FRAMEWORK

2.5.1 BUFFER ZONES FOR WORLD HERITAGE SITES

While the concept of a Buffer Zone, as it applies to World heritage Sites, is not completely relevant, it can be considered in relation to the perceived need for some form of transition between the low scale HCA and the proposed high rise sections of the CBD.

Buffer zone is intended to protect World Heritage sites from negative influences. In other words, it represents a zone, that in itself is not of outstanding universal value, but that may influence a World Heritage site. The importance of the environment for the object must be properly recognized to be able to define a suitable perimeter as well as required protective measures for the buffer zone.

At issue is the following:

- *To what extent and how far is the environment relevant to the site?*
- *What is the importance of the environment to the object?*
- *What is its functional, visual and structural relationship to the object?*
- *The definition of a buffer zone must inherently be in a position to regulate undesired influences.*

2.5.2 ICOMOS XI'ÁN DECLARATION ON SETTINGS, 2005

The ICOMOS Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Places, as adopted at the ICOMOS General Assembly on 21 October 2005, provided a structured methodology for the protection of historic places in the face of the rapid or incremental transformation of cities, landscapes and other aspects of human life.

Relevant extracts from the Declaration provide a useful methodology in relation to the Chatswood CBD Strategy.

Principle 1 – Acknowledge the contribution of setting to the significance of heritage monuments, sites and areas.

- 1. The setting of a heritage structure, site or area is defined as the immediate and extended environment that is part of, or contributes to, its significance and distinctive character.**

Beyond the physical and visual aspects, the setting includes interaction with the natural environment; past or present social or spiritual practices, customs, traditional knowledge, use or activities and other forms of intangible cultural heritage aspects that created and form the space as well as the current and dynamic cultural, social and economic context.

- 2. Heritage structures, sites or areas of various scales, including individual buildings or designed spaces, historic cities or urban landscapes, landscapes, seascapes, cultural routes and archaeological sites, derive their significance and distinctive character from their perceived social and spiritual, historic, artistic, aesthetic, natural, scientific, or other cultural values. They also derive their significance and distinctive character from their meaningful relationships with their physical, visual, spiritual and other cultural context and settings.**

These relationships can be the result of a conscious and planned creative act, spiritual belief, historical events, use or a cumulative and organic process over time through cultural traditions.

Principle 2 Understand, document and interpret the settings in diverse contexts

3. Understanding, documenting and interpreting the setting is essential to defining and appreciating the heritage significance of any structure, site or area.

The definition of setting requires an understanding of the history, evolution and character of the surrounds of the heritage resource. Defining the setting is a process of considering multiple factors to include the character of the arrival experience and the heritage resource itself.

4. Understanding the setting in an inclusive way requires a multi-disciplinary approach and the use of diverse information sources.

Sources include formal records and archives, artistic and scientific descriptions, oral history and traditional knowledge, the perspectives of local and associated communities as well as the analysis of views and vistas.

Cultural traditions, rituals, spiritual practices and concepts as well as history, topography, natural environment values, use and other factors contribute to create the full range of a setting's tangible and intangible values and dimensions. The definition of settings should carefully articulate the character and values of the setting and its relationship to the heritage resource.

Principle 3 Develop planning tools and practices to conserve and manage settings

7. Planning instruments should include provisions to effectively control the impact of incremental or rapid change on settings.

Significant skylines, sight lines and adequate distance between any new public or private development and heritage structures, sites and areas are key aspects to assess in the prevention of inappropriate visual and spatial encroachments or land use in significant settings.

Principle 4 Monitor and manage change affecting settings

9. The rate of change and the individual and cumulative impacts of change and transformation on the settings of heritage structures, sites and areas is an ongoing process which must be monitored and managed.

Incremental as well as rapid transformation of the urban or rural landscapes, the ways of life, the economies or the natural environment can substantially or irretrievably affect the authentic contribution that the setting makes to the significance of a heritage structure, site or area.

10. Change to the setting of heritage structures, sites and areas should be managed to retain cultural significance and distinctive character.

Managing change to the setting of heritage structures, sites and areas need not necessarily prevent or obstruct change.

11. Monitoring should define approaches and actions to appreciate and measure as well as prevent or remedy decay, loss of significance or trivialisation and propose improvement in conservation, management and interpretation practices.

Qualitative and quantifiable indicators should be developed to assess the contribution of the setting to the significance of a heritage structure, site or area. Indicators for monitoring should cover physical aspects such as intrusion on views, skylines or open spaces, air pollution, sound pollution, as well as economic, social and cultural dimensions.

2.5.3 HISTORIC URBAN LANDSCAPES, 2011

In 2011 the UNESCO General conference passed an important resolution recognising the concept of the Historic Urban Landscape. Set out below is an extract from that resolution.

While the concept can be readily applied individually to each of the two heritage conservation areas, it can equally be applied to the combined urban composition of Chatswood CBD and the two HCAs, as the three component parts have evolved historically in lock-step, albeit under different planning and heritage management regimes.

Definition

8. The historic urban landscape is the urban area understood as the result of a historic layering of cultural and natural values and attributes, extending beyond the notion of "historic centre" or "ensemble" to include the broader urban context and its geographical setting.

9. This wider context includes notably the site's topography, geomorphology, hydrology and natural features, its built environment, both historic and contemporary, its infrastructures above and below ground, its open spaces and gardens, its land use patterns and spatial organization, perceptions and visual relationships, as well as all other elements of the urban structure. It also includes social and cultural practices and values, economic processes and the intangible dimensions of heritage as related to diversity and identity.

10. This definition provides the basis for a comprehensive and integrated approach for the identification, assessment, conservation and management of historic urban landscapes within an overall sustainable development framework.

11. The historic urban landscape approach is aimed at preserving the quality of the human environment, enhancing the productive and sustainable use of urban spaces, while recognizing their dynamic character, and promoting social and functional diversity. It integrates the goals of urban heritage conservation and those of social and economic development. It is rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past.

12. The historic urban landscape approach considers cultural diversity and creativity as key assets for human, social and economic development, and provides tools to manage physical and social transformations and to ensure that contemporary interventions are harmoniously integrated with heritage in a historic setting and take into account regional contexts.

13. The historic urban landscape approach learns from the traditions and perceptions of local communities, while respecting the values of the national and international communities.

2.6 RECOMMENDED INTERFACE METHODOLOGY

Based on the above discussion, the following Methodology is recommended as a basis for understanding the nature of the issues, the potential for impacts and identification of appropriate responses for the management of the various interfaces between the Chatswood CBD and adjoining Heritage Conservation Areas.

- 1 The Broad Historical Context**
Define the broad historical context of the Chatswood CBD and the adjoining Heritage Conservation Areas.
- 2 Evolving Relationships**
Define the evolving tangible and intangible relationships between the HCAs and CBD over time
- 3 Current relationships**
Define the current tangible and intangible relationships between the HCAs and CBD
- 4 Nature of the Chatswood CBD**
Define the nature of the Chatswood CBD
- 5 Nature of the Heritage Conservation Areas**
Define the nature of the two Heritage Conservation Areas
- 6 Contribution of Setting**
Define the contribution of the setting of the HCAs to their significance
- 7 Interface Types and Tolerance for Change**
Define the Interface types' tolerance for change
- 8 Interface Types and Locations**
Define the CBD Strategy Interface types and locations
- 9 Potential Interface Impacts**
Define the CBD Strategy potential for impacts on the adjoining HCAs
- 10 Recommendations for Different Interface Sensitivities**
Identify controls that respond to the various levels of sensitivity

The following sections explore the questions posed above and then bring forward

3.0

THE BROAD HISTORICAL CONTEXT

3.1 HISTORICAL SUMMARY - THE LOCALITY

The broad basin confined by the ridgelines of Ashley Street in the north, Mowbray Road in the south and the Pacific Highway to the west can be regarded as an Historic Urban Landscape. It emerged from the initial impetus of the north shore railway in the 1880s, which generated the widespread subdivision and development of residential land stretching from St Leonards to Hornsby. Small commercial centres sprang up around the railway stations and later other forms of public transportation such as bus routes and major roads. Some of these languished, others such as Chatswood, grew from strength to strength, supported by expanding good quality housing in the surrounding areas.

Over time, the Chatswood CBD, together with North Sydney and Crows Nest, became a major centre for commerce, civic facilities, recreation, worship and retailing. Today, the Chatswood CBD continues to draw its energy from its role as a major transportation interchange, its momentum as a major retail and recreation centre and the focus of a regional residential catchment. This tangible and intangible inter-relationship will, with the further impetus of the current Chatswood CBD Strategy, drive these relationships to ever greater levels of inter-dependency.

This brief historical summary of the Chatswood CBD and its surrounding residential areas is drawn from *Pictorial History of Willoughby*, 2015, by Bob McKillop.

As one of the major suburban centres across metropolitan Sydney, the historical development of Chatswood is marked by a long continuum of evolutionary growth and regeneration that is now strongly established in the minds of the local population, those who live in the surrounding residential areas and those who relax, work, shop or transit through Chatswood. While the CBD has continued to change and grow over the decades, the general character of the two surrounding traditional residential housing areas has been “frozen” in time due to their listing as Heritage Conservation Areas, within which change is very carefully controlled and managed.

The third major influence on the character of the locality as a whole has been the extraordinary increase in the tree cover and general landscaped nature of the streetscapes, the residential areas and to some extent the commercial centre.

Chatswood to the east of Lane Cove Road, now the Pacific Highway, was largely dormant until land and subdivision speculation increased in advance of the North Shore Railway. There had been unparalleled expansion of the NSW railway system in the late 1870s and 1880s. By 1887 the North Shore Line was extended from St Leonards to Hornsby sparking a huge amount of residential development along its route. Chatswood would be no exception.

The original plan had been to locate a station near the emerging commercial centre at the intersection of Mowbray Road and the Pacific Highway, however, the final decision favoured the western end of Victoria Avenue, and the station opened in 1890. The rail line was extended to connect St Leonards with Milsons Point in 1893, bringing together rail transport with the cross Harbour ferries.

Chatswood and particularly the western end of Victoria Street benefited greatly from the energy provided by the new railway. Other retail areas of Willoughby, such as Penshurst Street, Mowbray Road and Willoughby Road, including St Leonards and Artarmon, grew in

parallel with Chatswood, but never matched the strength of the commercial and employment energy that drove this section of Chatswood .

The impact of the railway and associated bus services can be seen in the population figures. In 1891 the population of Willoughby was 3,411, in 1911 it rose to 13,036 and by 1915-16 to 24,845. The rail line was duplicated in 1912 and electrified in 1927. The opening of the Sydney Harbour Bridge in 1932 greatly boosted the economic viability and residential attractions of the North Shore, particularly the Lower North Shore.

Transportation capacity has always been a major driver for Chatswood to hold its place as one of the major suburban centres within the Sydney Metropolitan Area. On the North Shore, Chatswood quickly became and has remained second only to North Sydney in commercial terms and one of the major regional retail destinations.

The increasing population was also founded on a series of medium to large scale light industrial enterprises in Willoughby generally and Chatswood in particular.

At the same time, the commercial and retail focus remained on the western end of Victoria Avenue, on both sides of the railway station. Victoria Avenue and its surroundings quickly grew to become the primary focus for commercial, educational, religious and community facilities that it still commands today.

With regard to the enormous amount of housing that grew up in the area to the north and south of the Victoria Avenue axis, McKillop quotes Max Kelly, who described Chatswood thus:

By 1920 the Federation house, frequently splendid, had transformed the physical appearance of Chatswood. Federation Chatswood was well-built, innovative and costly. Individually designed houses expressed a pleasing combination of brick, tile, terracotta mouldings, tessellated paving, lead lights, rusticated stone, stucco and marble... The Federation house can in many respects be seen as uniquely Australian, and Chatswood in the 1920s excelled in the genre.

Wealthy middle class families moved into the area, particularly along the higher ground along Mowbray Road and to the north, sometimes to purchase multiple adjoining lots within the new subdivisions. Several grand Victorian and Federation mansions soon added another layer to the expanding residential nature of the gently sloping topography that formed the overall visual catchment of Victoria Avenue.

A wave of residential activity after WW1 greatly increased the building stock in the Chatswood catchment. Housing stock diversified with Californian and Inter-war Bungalows and others interspersed among the earlier Victorian and Federation character.

Fortunately the vast areas of single and two storey early 20th century housing to the north and south of the CBD has remained relatively intact, enabling it to be celebrated and protected as conservation areas in the early 1980s.

The interwar scale and nature of the Chatswood CBD remained relative static until the late 1950s, when Willoughby Council started acquiring land to facilitate a major expansion of the business and commercial centre. The boundaries of the planned district centre were extended in 1960.

By 1974 an Interim Development Order for the Chatswood District Centre was adopted, with the area between the railway and the Pacific Highway focussing on Commercial development and the eastern side of the railway to become a retail precinct centred on Victoria Avenue.

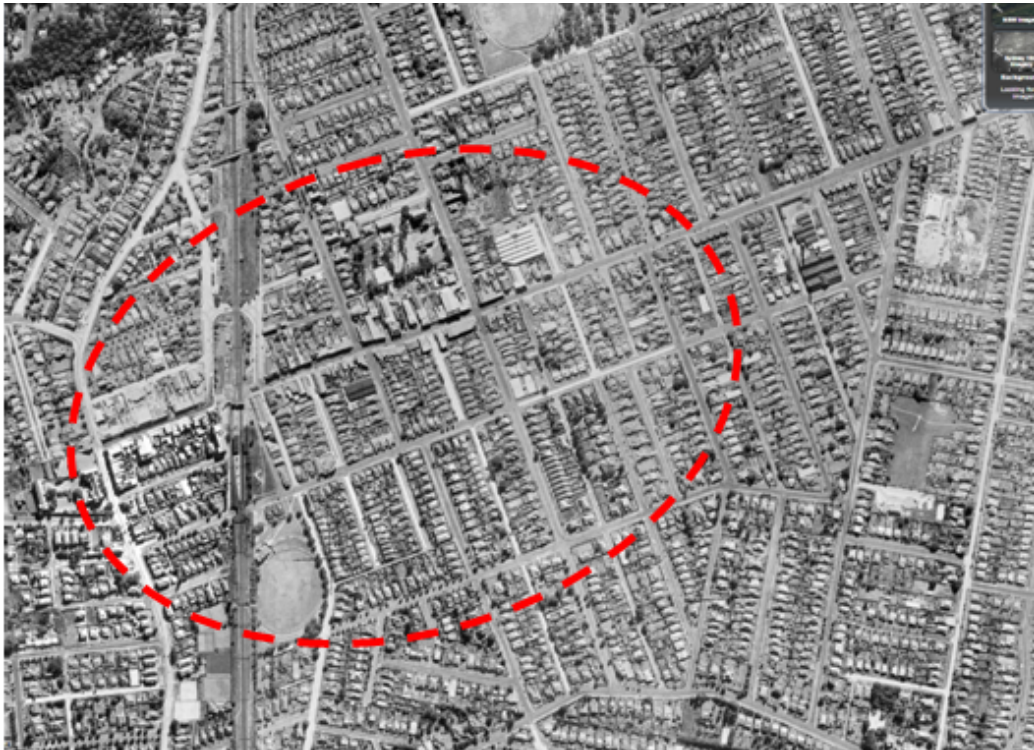


Fig. 10 The 1943 aerial photograph of the locality shows a very limited commercial and retail core along Victoria Avenue, on both sides of the railway, and extensive areas of early 20th century houses located in close proximity to the core. Note the almost total absence of trees with along the streets or in private property. Source SIX Maps

Under the original district centre concept, building heights in Chatswood were to be limited to a height of 52 metres (around 13 storeys), which produced a number of commercial buildings of this scale in the western sector. By the mid 1980s, the scale of the commercial area began to creep higher, with the introduction of the 22 storey twin towers of the Zenith Centre. In the first two decades of the 21st century the general heights and density of the commercial sector, which has been contained to the higher topography near the Pacific Highway, has increased considerably, forming a strong urban and architectural composition that marks Chatswood as a major component of the skyline of the Lower North Shore.

A major shift to large scale retail centres in Chatswood was accelerated by the opening of the four storey Grace Bros Department Store, on the eastern side of Victoria Avenue, in 1961. This was one of the earliest of the new wave of suburban shopping centres in the Sydney Metropolitan Area after the Roselands Centre near Hurstville. It marked a major statement of confidence in the market potential of Chatswood as a major retail location for northern Sydney.

The second shift came with the partial closure of Victoria Avenue for a pedestrian mall in 1982, and its full opening in 1989. Major shopping malls followed - Wallace Way and Lemon Grove, Chatswood Chase in 1983 and Westfield Shopping Town in 1986 and the Mandarin Centre some years later. Soon large scale parking stations were erected around the retail centre and major transportation upgrades completed for the bus/rail interchange.

In parallel with the growth in retail centres, residential densities around the centre progressively grew in height and density through the post war decades, particularly with the 8 storey buildings along Johnson and Albert Avenue precincts from the early 1970s. High rise residential and commercial towers commenced in the late 1990s and have continued to reshape the Chatswood skyline into the 21st century. This model of housing has proved to be attractive to Asian clients, with Chatswood now gaining a strong multi-cultural flavour in its community and retail facilities.



Fig. 11 Contemporary aerial photo showing how the Chatswood Central Business District has expanded into what were housing areas to the west, north, south and east. Note the presence of tree lined streets and landscaped private property. Source SIX Maps

All of these urban developments over the last 50 to 60 years have seen a remarkable uplift in urban scale around both sides of the railway and transport interchange. By contrast, once the outer edges of the retail and commercial growth pressures started to stabilise in the mid 1980s, the adjoining areas remained relatively static in their low rise suburban residential scale and historic character.

The urban management of the extensive traditional housing areas that spread out from the growing height and density of the centre, was consolidated by their inclusion in a number of urban conservation areas. These were first promoted by the National Trust in the early 1980s and were given legal status as Heritage Conservation Areas in Willoughby Local Environmental Plan 1995.

The Heritage Conservation Areas were established primarily as protective mechanisms for those traditional housing areas that had retained much of their early architectural and streetscape character. Subsequent strong management practices over the following decades have consolidated these areas as desirable housing localities.

As a consequence, considerable public and private investment has resulted in the general building stock being renovated both externally and internally, garden settings improved, street trees planted and sensitive new buildings being carefully integrated.

3.2 HISTORICAL SUMMARY - CHATSWOOD NORTH HCA

The following Historical Summary was sourced from the Willoughby DCP:

In 1825, Richard Archbold was granted 600 acres of Crown land approximately bounded by Victoria Avenue, Boundary Street, Anderson Street and High Street. The land reverted to the Crown and lay dormant until 1850 when it was sold to John Stirling of the Bank of Australasia. William Lithgow, retired Auditor General of Colonial Accounts and a shareholder of the Bank, purchased and subdivided the land, and put 400 acres up for sale in 1854 as part of the "Township of North Sydney" plan. Sales were slow and it was not until the later decades of the nineteenth century, with news of the railway line that development took off.

The 1880's was a decade of vigorous land subdivision in Chatswood, and with the arrival of the railway in 1890, high class building activity flourished in the area. Beauchamp Park was proclaimed in 1899, and was named after the Governor of NSW, William Lygon, the 7th Earl of Beauchamp. After World War 1, a further wave of subdivisions and building activity added to this stock of grand Federation homes set on large allotments.

In the 1950's Boundary Road was realigned and properties fronting the road were reduced. At this time the Chatswood CBD was proposed to extend east to Neridah Street and north almost to the alignment of Kirk Street. The National Trust of Australia (NSW) recognised the importance of the area by classifying it as an Urban Conservation Area in 1982.

3.3 HISTORICAL SUMMARY - CHATSWOOD SOUTH HCA

The following Historical Summary was sourced from the Willoughby DCP:

In 1840, Governor Sir George Gipps proclaimed a grant of 160 acres to James Blackett and Richard Read, in trust for Maria Brown. This land was bounded roughly by the Artarmon Estate to the south, Victoria Avenue to the north, Stanley Street to the east and Devonshire Street to the west. The area east of Stanley Street was part of an earlier 1825 Crown Grant to Richard Archbold. This land was bought and subdivided by William Lithgow and put up for sale in 1854 with limited success.

Urban development commenced in earnest in the 1870s. With the news of the impending arrival of the railway, the 1880s was a decade of vigorous land subdivision in Chatswood. High class building activity flourished in the area. Richard Hayes Harnett's "Willoughby Park" Estate which extended from Mowbray Road to Victoria Avenue and from Devonshire Street to Stanley Street was offered for sale in 1884. Development occurred on a succession of major streets crossing Johnson Street: Devonshire, Archer, Neridah, Hercules, and Robinson. The allotments were divided into generous blocks, and were developed with residences in the late Victorian, Federation and California Bungalow styles. The lesser streets in between (Claude, Bertram, Anthony, Oscar, Olga, and Septimus) provided service and rear lane access. The area west of Devonshire Street included "Mackenzie's Subdivision" (Nea and Orchard Road), "Orchard Road Estate" (Orchard Road, Tryon, and Johnson Street) and Saywell's "Willoughby Heights Estate" which were all subdivided in the 1880s.

After World War 1, a further wave of building activity added to this stock of grand Federation homes set on large allotments. Bales Park, formerly Central Park, is an important focus for the South Chatswood precinct. Planned by Council in 1928 on the site of a Chinese market garden, land was resumed for the park in 1930 and in the 1950s. In the 1940s and 1950s many rear gardens were subdivided and developed. In the 1950's, the town centre was proposed to extend east to Neridah Street and south to Albert Avenue.

4.0

UNDERSTANDING THE PLACES

4.1 THE HISTORIC URBAN CULTURAL LANDSCAPE

Today, the central area of Chatswood, bounded by the Pacific Highway to the west, Mowbray Rd to the south and Ashley St to the north, has two distinctive, interactive urban characteristics.

- The lively and vigorous core with its focus on commercial, retail, civic, educational, religious, recreational facilities, notable for its high rise buildings to the west, 8 to 10 storey residential and commercial buildings around Johnson Street and Archer Street, and large four to five storey building envelopes to the north and east.
- The extensive low scaled traditional residential areas that spread north and south from adjacent to the core up the gently sloping topography. These are enhanced by well landscaped streetscapes, front gardens and rear gardens.

Both components make an equal but distinctive contribution the nature and character of Chatswood, which can be characterised as an Historic Urban Cultural Landscape with a dynamic urban core bounded by more stable residential heritage conservation areas.

The historic proximity of the surrounding residential areas to the commercial, retail and civic centre of Chatswood has been a long held aspect, both tangible and intangible, of the character and significance of their designation as conservation areas.

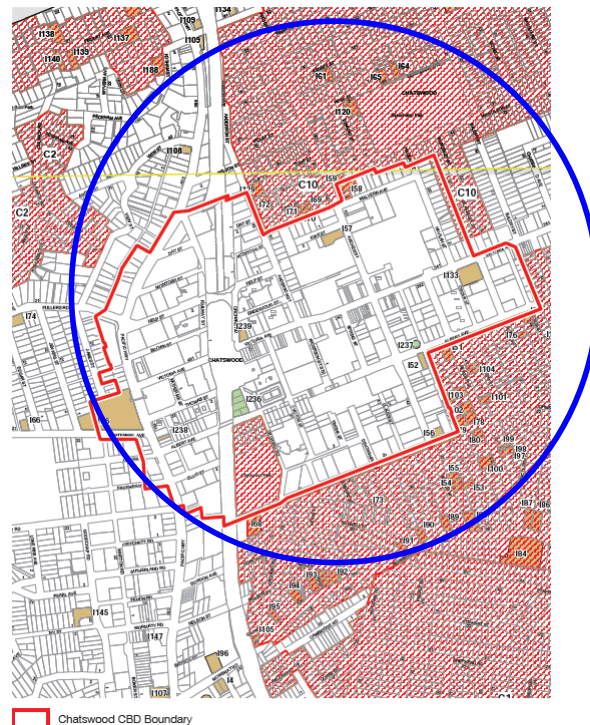


Fig 12 The Historic Urban Landscape of CBD and two HCAs

4.1.1 THE EXPANDED VISUAL SETTING OF THE HCAs

While the two conservation areas have a very carefully managed low scale historic urban character and many well landscaped streetscapes, views out from the historic areas towards the central and western Chatswood CBD skyline have been changing almost continuously since the 1960s. There are now a variety of views from within the conservation areas towards the higher rise components of the CBD.

- Axial views down streets, which are now partly mitigated by mature tree cover
- Angled views from many of the streets due to the low scale housing, elevated topography and private spaces between houses.
- From the front yards of houses that are located across those streets that border the edges of the CBD
- Distant views “over the back fence” or oblique views across neighbouring properties
- Close quarter views from residential properties where the proposed eastern CBD boundary runs along the common rear boundary of houses that face out to neighbouring streets

There is little evidence that the changing nature of the CBD skyline since the 1960s has had any negative effect on the heritage significance of what are now the two conservation areas, or the public perception of them, even with the more recent rapid rate of change.

The scale of the existing development within the Chatswood CBD has historically, and continues to be, clearly distinguished from the surrounding low scale conservation areas. As a result, the sensitivity to the proposed increase in the scale and extent of urban change in the CBD is likely to be lower in Chatswood than other areas without this historic continuum.



Fig 13, Aerial photo of the current Chatswood CBD with its high rise office cluster to the west, low rise office, retail and community facilities to the east of the railway and the surrounding residential areas and heritage conservation areas. Source Architectus CBD Strategy Study.

4.2 CHATSWOOD CENTRAL BUSINESS DISTRICT

4.2.1 HISTORIC LAYERS OF DEVELOPMENT

The various historic layers in the built environment of the Chatswood CBD are generated a widespread evolutionary process that gathered pace in the last half of the 20th century and is currently undergoing an even more rapid cycle of change in the early decades of the 21st century. This change is most noticeable on the skyline and in views across and out of the two heritage conservation areas. In particular, many the streetscapes around the edges of the CBD, which have a role in defining the edges of adjoining conservation areas have been a strong part of this evolutionary change.

- Single and two storey traditional commercial and public buildings from the early 20th century, many of which line Victoria Avenue and adjacent side streets,
- 3-4 storey residential flat buildings in north-west sector, dating from the post war decades
- Medium scale religious and educational complexes from the early to mid 20th century, often with relatively large sites
- Medium to large scale retail complexes from the post war decades and later with substantial parking stations
- 8-10 storey residential flat buildings along Johnson Street dating from the late 1960s and 1970s
- 3 to 4 storey small scale commercial developments in the streets radiating out from the Victoria Avenue axis
- 4-6 storey residential buildings to the east dating from 21st century
- 18 -30 storey residential and commercial buildings between the Pacific Highway and near the railway corridor, generally dating from the late 20th and 21st centuries
- 18 -30 storey residential buildings to the immediate east of the railway dating from the 21st century

4.2.2 TANGIBLE AND INTANGIBLE CHARACTERISTICS

The Chatswood Central Business District combines the following characteristics:

- Rail Station serving three lines and transportation interchanges
- Main street retail along Victoria Avenue plaza
- Large retail complexes linked directly with Victoria Avenue
- Large scale civic facilities including main library and concert hall linked directly with Victoria Avenue
- Large educational and religious complexes
- Large scale carparking stations close to the main retail complexes
- Medium density residential around the CBD
- High rise residential and commercial to the west, near or between rail corridor and Pacific Highway.
- High rise buildings currently contained to western precincts within the CBD
- A small number of scattered small scale heritage items
- The large open space associated with Chatswood Oval at the western end of Johnston Street
- Major entry roads from the north and south
- Layers of historic residential development single and two storey houses in HCAs

The CBD is characterised by well defined urban edges to the two surrounding Heritage Conservation Areas. There is little or no CBD overlap as is the case with the expanded Parramatta CBD.



Fig 14

There are still some examples of the three storey walk up apartment blocks scattered around the CBD.

This one is on the western side of Anderson Street on the very edge of the higher rise buildings now close to the rail corridor.

Anderson Street, near the corner of Wilson Street



Fig 15

Devonshire Street near Chatswood South HCA.

1970s residential flat building in the foreground and a recently completed building of similar scale in the background, showing how architectural modelling plus the extensive growth of street trees and private landscaping can mitigate the scale relationship between the buildings and the streetscape.

Devonshire Street near corner of Johnson Street.



Fig 16

Late 20th century low scale commercial buildings along Albert Avenue illustrate the relatively low scale of the eastern portions of the CBD.

Albert Avenue near Bertram Street, looking east.



*Fig 17
The retail and community
energy of Victoria Avenue Mall*

Source: Google Streetview

*Victoria Avenue near Victor
Street, looking west.*



*Fig 18
The modern Concert Hall and
Public Library are a major
source of community and
cultural life in Chatswood and
Willoughby generally.*

Source: Google Streetview

*Victoria Avenue, looking north
west*



*Figure 19
The high rise focus of the CBD
began in the corridor between
Pacific Highway and the
Railway Station in the 1980s
and 1990s.*

Source: Google Streetview

*Pacific Highway near Victoria
Ave, looking south.*

4.3 CHATSWOOD NORTH HCA

The following was sourced from Willoughby DCP 2016:

4.3.1 DESCRIPTION

North Chatswood's original dwelling stock is predominantly single storey detached housing in Federation or Interwar bungalow styles. However, there are a few two storey Federation mansions, the occasional late Victorian house and some semi-detached "bungalows".

Lot sizes vary, although most streets have similar width frontages. Buildings are usually consistently spaced and of similar scale and bulk within each streetscape even where this is composed of varied styles. Mature landscaped gardens are an important quality of this area.

The grid pattern subdivision is laid over gentle to moderate slopes. Most streets have well-established street trees, notably brush box and canary island palms, which enhance the high residential amenity of the orderly streetscapes. The "square" formed by Beauchamp Park is a focus in the townscape.

The form of original development in streetscapes near Chatswood CBD is generally maintained where rear lanes accommodate separate access to off-street car parking. Otherwise, on-site parking facilities are usually unobtrusive, since the spacing of houses typically allows side access to rear parking.

4.3.2 STATEMENT OF SIGNIFICANCE

North Chatswood Heritage Conservation Area is a good example of early North Shore residential development. The housing stock describes the progressive overlays of development taking place over half a century. The essential scale, form and spacing of the original dwellings is predominant, even where original architectural detailing has been lost, though much of this is still intact in fine residential buildings and as a general townscape impression.

4.3.3 TANGIBLE AND INTANGIBLE CHARACTERISTICS

- Driven by the arrival of the north shore railway in 1890
- Convenient proximity to rail station and commercial/civic energy along Victoria Ave
- 1880's was a decade of vigorous land subdivision in Chatswood
- After World War 1, a further wave of subdivisions and building activity added to this stock of grand Federation homes set on large allotments.
- Early North Shore middle class residential development
- Grid pattern subdivision is laid over gentle to moderate slopes
- Buildings are usually consistently spaced and of similar scale and bulk within each streetscape
- Progressive overlays of residential development and subsequent rejuvenation
- The essential scale, form and spacing of the original dwellings is predominant
- Predominantly single storey detached housing in Federation or Interwar bungalow styles
- A few two storey Federation mansions
- Occasional late Victorian house
- Most streets have well-established street trees
- Street trees enhance the high residential amenity of the orderly streetscapes
- Mature landscaped gardens
- Fine residential buildings and a general townscape impression

4.3.4 CONTRIBUTION OF THE SETTING TO SIGNIFICANCE

The extensive physical setting of the Chatswood North HCA comprises the gently rising topography up to the ridgeline along Ashley Street and then down to Boundary Street at its northern extremity. It also gradually slopes from the ridge along the rail corridor down to the east before the valley that crosses Penshurst Street. The contribution of the setting to significance is thus largely confined to its “internal” characteristics.

The combination of relatively dense traditional housing forms, mature street planting and mature private gardens, means that the majority of streetscapes views from within the HCA have only limited direct outlook towards the existing high rise sections of the CBD. Thus the perceived “setting” of most of the HCA is relatively self contained, or “internal” within the HCA.

Accordingly, the primary “setting” of the HCA, on which it relies for some of its heritage significance, is not particularly affected by the distinctive character and taller scale of the nearby CBD. Accordingly, the extent of the physical “interfaces” that need to be examined in this report is relatively limited.

Future changes of scale in the CBD are unlikely to generate any unwanted impacts on the overall significance of the majority of the HCA.

Visual impacts arising from any sharp increase in scale will generally be confined to the identified Interface Zones.

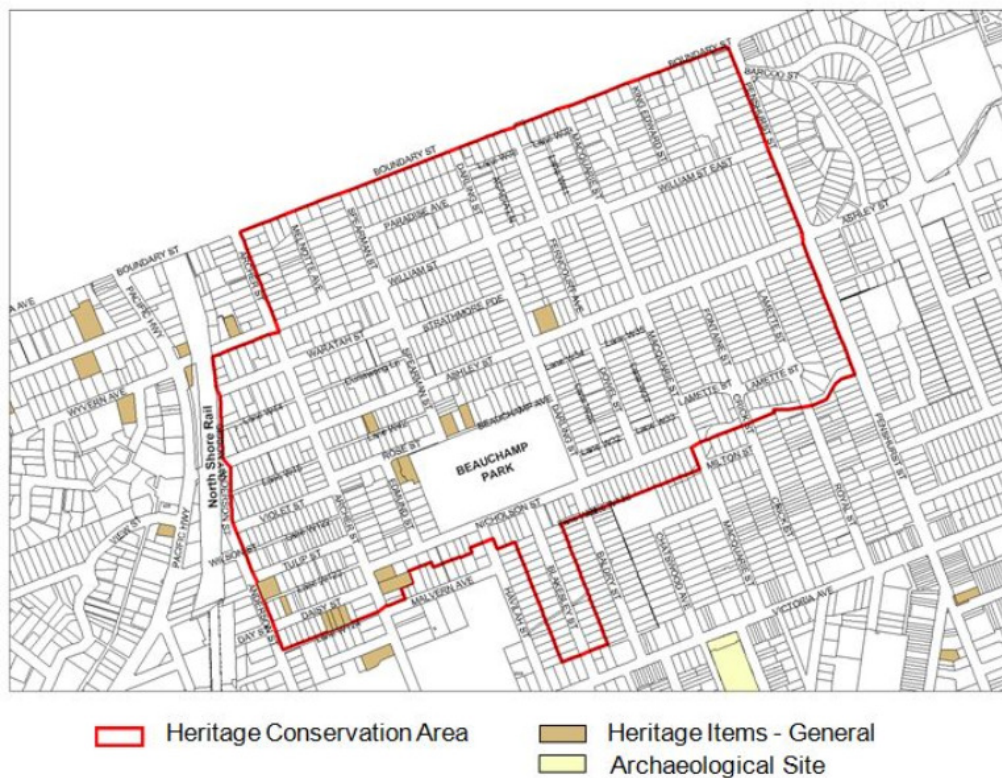


Fig 20 Plan of the Chatswood North CBD



Fig 21

This fine, heritage listed house on the corner of Anderson and Tulip Streets has long had medium scale residential buildings in its vicinity on the other side of Anderson Street.

The 21st century high rise buildings now form part of its evolved setting.

Tulip Street near Anderson Street, looking south west.



Fig 22

Historic houses also in Tulip Street have very little by way of street trees or high canopy private planting to screen the high rise buildings in the background.

This evolved setting has not affected the heritage significance of the HCA despite the change in the overall visual setting.

Tulip Street looking south west.



Fig 23

The view looking south east in Tulip Street will evolve over time as the proposed increase in CBD development capacity is progressively implemented.

This is likely to change this particular backdrop to something more akin to that shown in Fig 22.

Tulip Street looking south east.



Fig 24

Many of the houses to the east of the CBD area will retain their treed context due to the confined extent and lack of overlap between the CBD and the adjoining HCAs.

Blakesley Street near Victoria Ave, looking north east



Fig 25

Those eastern houses in Chatswood North HCA that have the CBD in their backdrop will experience a changed backdrop.

If the avoidance and minimisation recommendations identified in this Report are implemented the backdrop will be set back by the depth of the properties to the rear and the width of the next street.

Blakesley Street looking south west



Fig 26

The visual complexity of many of the historic houses in the HCAs provides a strong foreground experience within the various streetscapes.

When supplemented by mature landscaping and street trees, the visual presence of high rise backdrop tends to recede.

Daisy Street, looking south west.

4.4 CHATSWOOD SOUTH HCA

The following was sourced from the Willoughby DCP:

4.4.1 DESCRIPTION

As a whole, South Chatswood has a mixed character: styles range up to California and Interwar bungalows, which are interwoven among the dominant Federation and late Victorian era buildings through the progressive re-subdivision of what were often originally generous and gracious early estates.

As well as a few modest Victorian cottages, South Chatswood is remarkable for its concentration of imposing late Victorian mansions. Along Mowbray Road, their location on a prominent ridgeline and their well established gardens (including tall, highly visible exotic species), add to the landmark qualities of the more palatial buildings.

These typically two storey mansions and many later Federation grand villas, are usually listed as individual Heritage Items. They also have considerable significance in their own right in addition to the distinctive qualities they impart to the streetscapes.

There is great variety in the predominant Federation style from single storey semidetached cottages to rambling grand villas and rare two storey architect-designed mansions. Some streetscapes, as in Robinson and Neridah Streets, display a highly consistent Federation character, even where the scale and siting of buildings varies.

The streetscapes of South Chatswood are unified by the generous landscaped settings of both the modest cottages and mansions. These gardens are characterised by mature exotic shrubbery and lawns, and low fencing allowing leafy vistas to and from the houses.

4.4.2 STATEMENT OF SIGNIFICANCE

South Chatswood Heritage Conservation Area is a good example of early North Shore residential development. Much of the dwelling stock retains its original detailing and distinctive architectural features. Most retain the original scale and basic form, which, apart from the two storey mansions, is predominantly single storey. The Mowbray Road streetscape is significant as one of Willoughby's earliest streets and most important routes, and because of this significance it displays a range of substantial and high quality residences from the early phase of development of the area, complemented by later development of the Interwar Period. The Heritage Conservation Area displays a high level of amenity and originality in its development as an early residential suburb up to the Second World War.

4.4.3 TANGIBLE AND INTANGIBLE CHARACTERISTICS

- *Driven by the arrival of the north shore railway in 1890*
- *Convenient proximity to rail station and commercial/civic energy along Victoria Ave*
- *1880's was a decade of vigorous land subdivision in Chatswood*
- *After World War 1, a further wave of subdivisions and building activity added to this stock of grand Federation homes set on large allotments.*
- *early North Shore residential development and subsequent rejuvenation*
- *In the 1940s and 1950s many rear gardens were subdivided and developed.*
- *a mixed character: styles range up to California and Interwar bungalows, which are interwoven among the dominant Federation and late Victorian era buildings*
- *progressive re-subdivision of generous and gracious early estates.*
- *concentration of imposing late Victorian mansions along Mowbray Road*
- *well established gardens (including tall, highly visible exotic species),*
- *great variety in the predominant Federation style from single storey semi-detached cottages to rambling grand villas and rare two storey architect-designed mansions*

- Some streetscapes, as in Robinson and Neridah Streets, display a highly consistent Federation character, even where the scale and siting of buildings varies
- streetscapes of South Chatswood are unified by the generous landscaped settings of both the modest cottages and mansions
- a high level of amenity and originality in its development as an early residential suburb up to the Second World War

4.4.4 CONTRIBUTION OF THE SETTING TO SIGNIFICANCE

The physical setting of the somewhat smaller Chatswood South HCA comprises the more gently sloping topography up to the ridgeline of Mowbray Road. The topography is generally relatively flat in the west-east direction.

The combination of relatively dense traditional housing forms, mature street planting and mature private gardens, means that the majority of streetscapes views from within the HCA have only limited direct outlook towards the existing high rise sections of the CBD. Thus the perceived “setting” of most of the HCA is relatively self contained, or “internal” within the HCA.

Accordingly, the primary “setting” of the HCA, on which it relies for some of its heritage significance, is not particularly affected by the distinctive character and taller scale of the nearby CBD. Accordingly, the extent of the physical “interfaces” that need to be examined in this report is relatively limited.

Future changes of scale in the CBD are unlikely to generate unwanted impacts on the overall significance of the majority of the HCA. The exceptions are the relatively small locations identified in the following section.

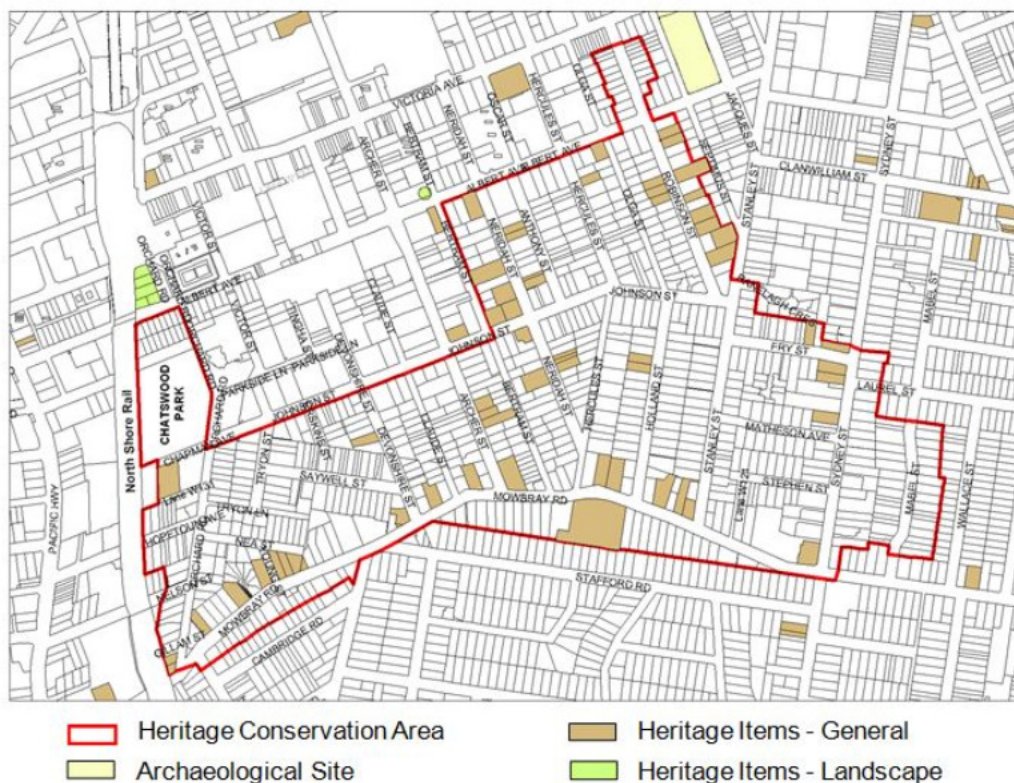


Fig 27 Plan of the Chatswood South HCA



*Fig 28
Some of the axial entry view lines through the Chatswood South HCA towards the CBD are heavily confined by the density of the mature street trees.*

Archer Street leading down from Mowbray Road



*Fig 29
The layers of historic and contemporary development that are now inter-linked aspects of the cultural landscape of central Chatswood.*

Tryon Street near Johnson Street, looking north west.



*Fig 30
Mature, high canopy trees along the Johnson Street frontage have now softened the first round of major uplift in the 1970s.*

Johnson Street, looking west from Archer Street



*Fig 31
Mature street trees are major visual and cultural aspects of the significance of the Chatswood South HCA.*

Tryon Street looking north towards Johnson Street.



*Fig 32
The historic houses along the Johnson Street interface tend to be set back behind landscaped front gardens.*

Johnson Street looking east from Erskine Street.



*Fig 33
The high rise CBD is now a strong part of the visual backdrop and setting of Chatswood Oval.*

Looking north from Chapman Ave over the oval.

5.0

EXAMINATION OF THE HCA INTERFACES

5.1 INTERFACE TYPOLOGIES

There are essentially two forms of Interfaces between the proposed Chatswood CBD and the two adjoining Heritage Conservation Areas:

- **Across the Street.** Where the Heritage Conservation Area edge is separated by a street or laneway from the adjoining CBD
- **Over the Back Fence.** Where the Heritage Conservation Area boundary runs down the rear of a series of houses that face out to a street and proposed CBD edge runs down the same rear boundary between two rows of houses.

The only location where the Chatswood CBD overlays one of the Heritage Conservation Area is over Chatswood Oval and associated gardens in the south of the CBD

5.2 POTENTIAL INTERFACE HERITAGE IMPACTS

The analysis of potential Interface Heritage Impacts undertaken for this Report has concluded that there are likely to be heritage impacts arising from three primary forms of development that could be undertaken within the proposed development framework of the Chatswood CBD Strategy:

- A dramatic increase in scale within the existing built environment
- A dramatic increase in bulk within the existing built environment
- Replacement of relatively tall buildings with even taller buildings over time

The resultant actions may generate the following impacts:

- Impacts on the setting of the HCA as perceived within the interface zones
- Impacts on the character and setting as perceived from elsewhere in the HCA
- Impacts on the perception of the character and the significance, of the HCA
- Impacts on the perception of setting of individual owners, including overshadowing, overlooking and loss of privacy

Given the lack of overlap, there will be virtually no physical impacts on the street patterns, urban character, historic buildings, street trees and private landscaping within the HCAs. There will be a complementary set of controls within the CBD Strategy regarding the protection and management of Chatswood Oval.

The intensity of the impacts will be influenced by the proximity of particular development sites. New development that is “over the fence” is likely to have a greater impact than development that is “across the street”. Sensitivity to future change will be tempered by the long history of an evolving urban landscape and by the pace of future change in the interface zones.

5.3 CHATSWOOD NORTH HCA INTERFACES

5.3.1 SENSITIVE INTERFACE LOCATIONS

The most sensitive interface locations in relation to the general historic housing within the Chatswood North HCA are:

“Over the Back Fence” interfaces

- Rear of houses on southern side of Nicholson Street, north of Malvern Ave
- The rear of the houses on the western side of Blakesley Street

“Across the Street” interfaces

- Northern side of Wattle Lane
- Eastern side of Anderson Street between Zinnia Lane and Wattle Lane

These interfaces are illustrated on the accompanying photos.

No part of the Chatswood CBD overlaps the Chatswood North CBD.



Fig 34 “Over the Back Fence” (ADJOINING) interfaces are marked in RED.
“Across the Street” (ADJACENT) interfaces are marked in BLUE

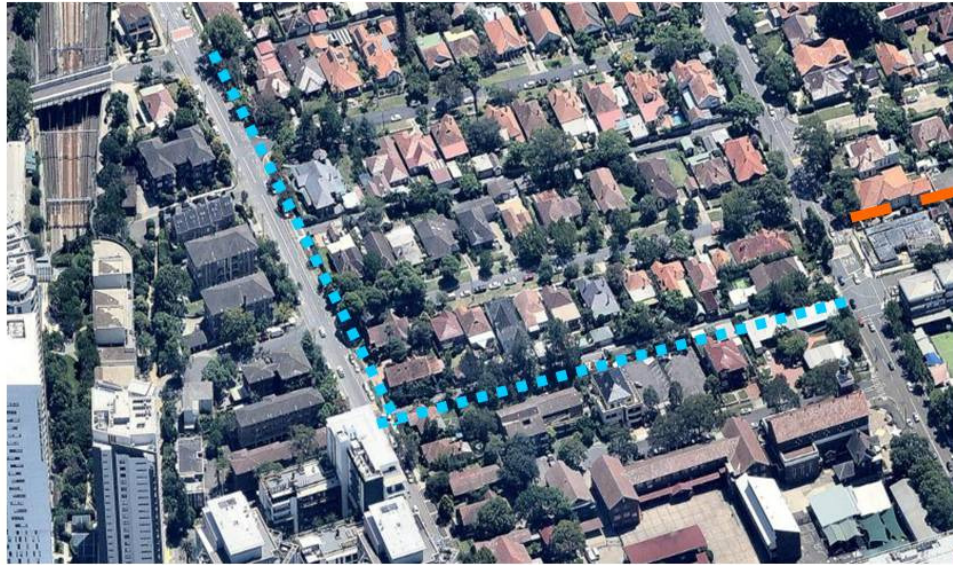


Fig. 35 The HCA interface in the northern part of the CBD runs along the western side of Anderson Street, while the western boundary of the HCA runs along the eastern side. The width of Anderson Street therefore provides some buffer between the two zones, providing some potential for mitigation of the impact of tall buildings within the CBD.

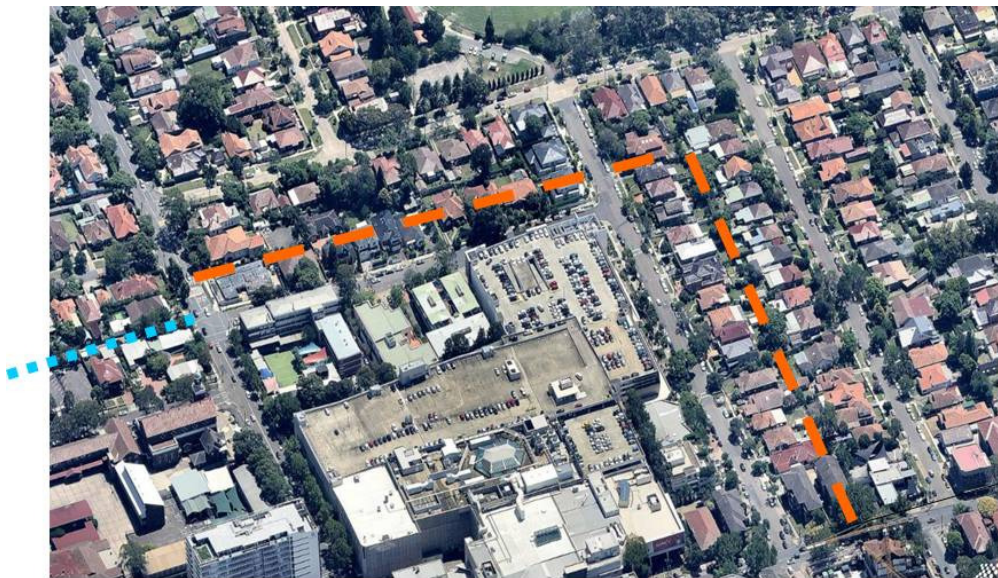


Fig. 36 The HCA interface in the north-eastern part of the CBD runs against the defined southern boundary of the Chatswood North HCA. It winds along the shared rear properties boundaries of the residential properties facing out to Nicholson Street and Malvern Avenue, to the north or Blakesley Street and Havilah Street to the east. On this alignment there is no separating road or laneway to act as a buffer between the two very different zones and urban scales. This alignment has a very high potential for conflict with little potential for minimisation or mitigation.

5.4 CHATSWOOD SOUTH HCA INTERFACES

5.4.1 SENSITIVE INTERFACE LOCATIONS

The most sensitive interface locations in relation to the general historic housing within the Chatswood South HCA are:

“Over the Back Fence” interfaces

- The rear of the houses on the eastern side of Olga Street, between Albert Avenue and Victoria Avenue

“Across the Street” interfaces

- The southern side of Johnson Street between Chatswood Park and Bertram Street
- The eastern side of Bertram Street, between Johnson Street and Albert Avenue
- The southern side of Albert Avenue between Bertram Street and Olga Street

The only location where the Chatswood CBD overlays the Chatswood South Heritage Conservation Area is over Chatswood Oval and associated gardens at the extreme south west of the CBD.

The western end of the HCA is separated from the CBD Planning Area by the rail corridor.

These interfaces are illustrated on the accompanying photos.

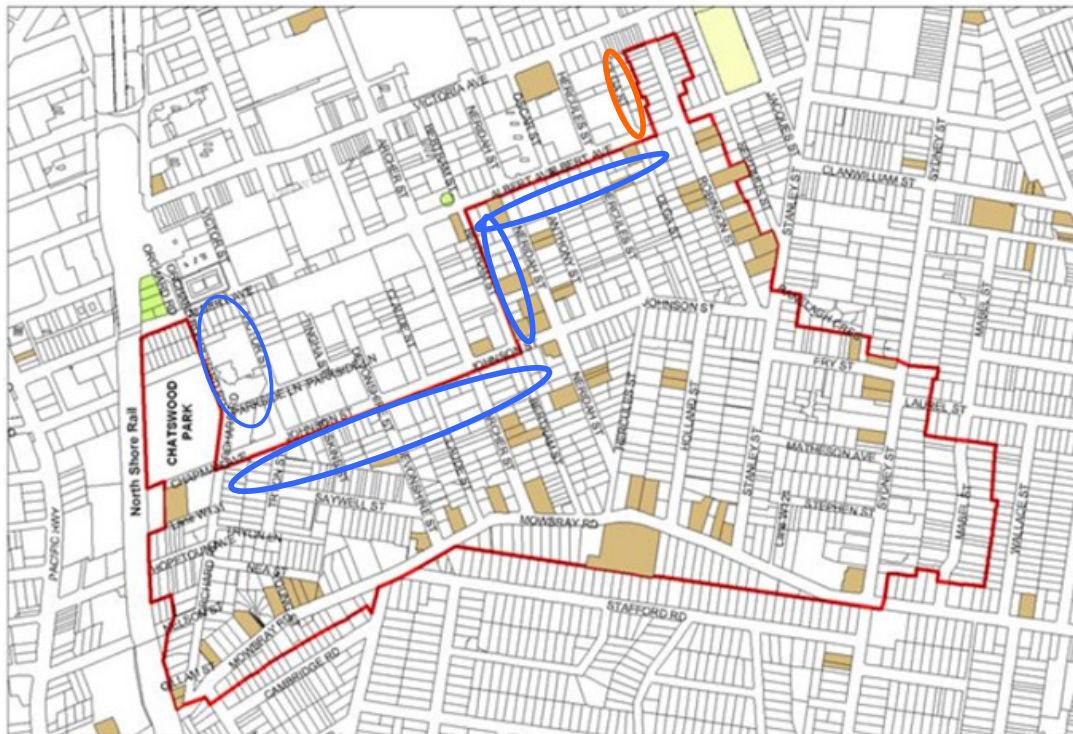


Fig 37 “Over the Back Fence” (ADJOINING) interfaces are marked in RED.
“Across the Street” (ADJACENT) interfaces are marked in BLUE

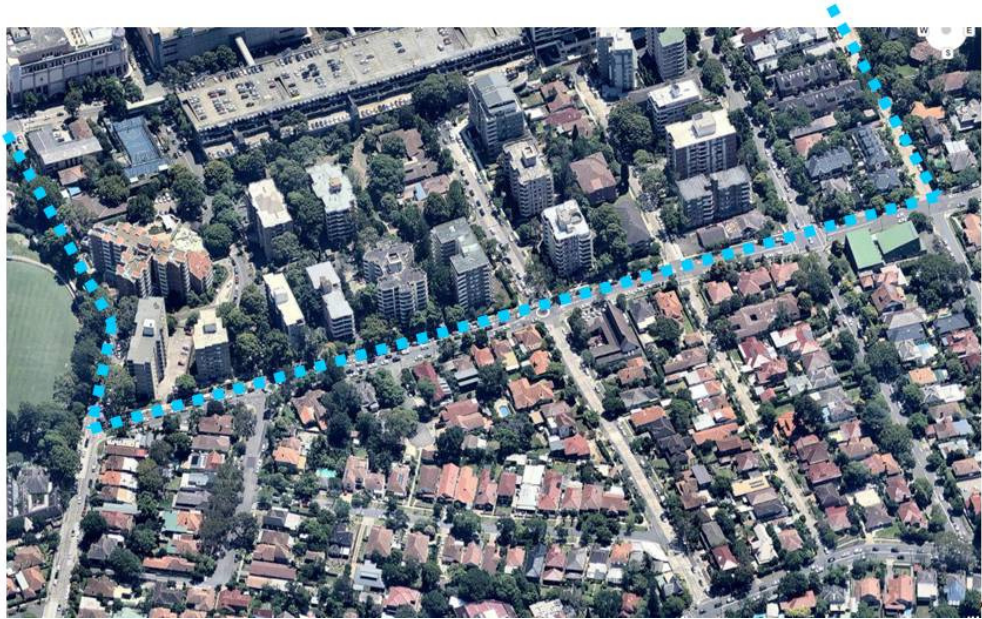


Fig. 38 The HCA interface at the south-western part of the CBD overlays the open space of Chatswood Oval then runs along Johnson St, past a series of 8 storey buildings each of which presents their narrow face to the HCA, and are set in mature landscaping and tall trees. There are several traditional houses on the northern side of Johnson Street, near the intersection with Bertram St, including the heritage listed two storey house at 27 Archer St.

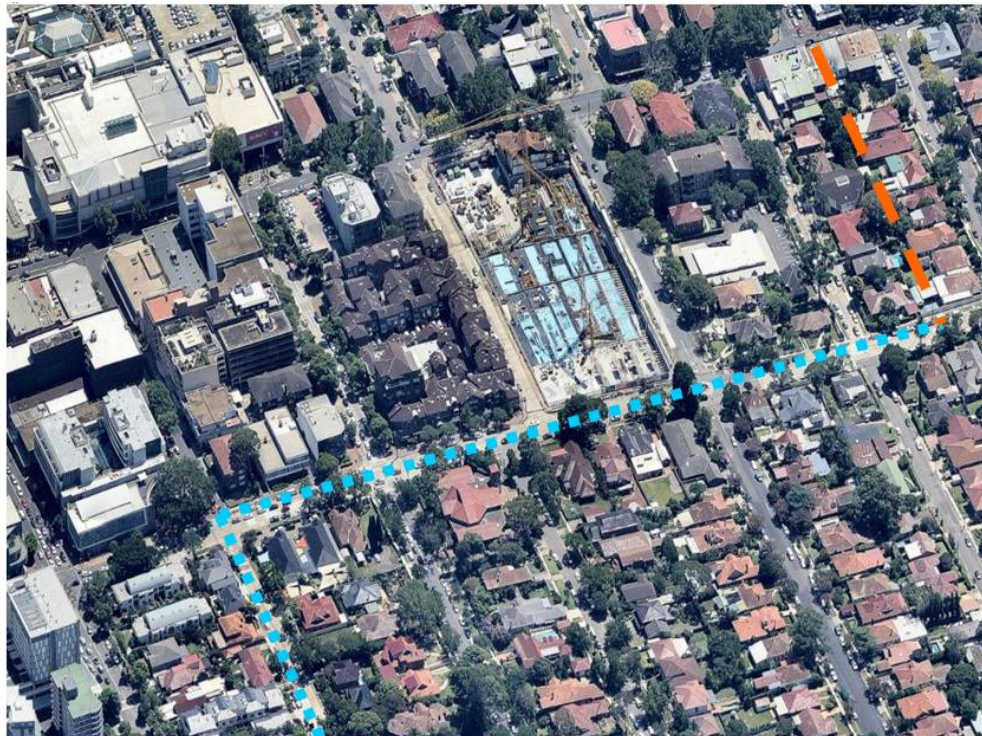


Fig. 39 The northern edge of the HCA runs past a series of relatively modern low scale houses and multi residential buildings along the western side of Bertram St from Johnson St to Albert Ave. There is a variety of relatively modern three to four storey commercial and multi-unit residential buildings on the northern side of Albert Avenue along the majority of the frontage in this section of the HCA.

6.0

INTERFACE RECOMMENDATIONS

6.1 INTRODUCTION

Today, the central area of Chatswood, bounded by the Pacific Highway to the west, Mowbray Road to the south and Ashley to the north, has developed into two distinctive, interactive urban characters.

- The lively and vigorous core with its focus on commercial, retail, civic, educational, religious, recreational facilities, as well as some medium to high rise residential accommodation.
- The extensive low scaled traditional housing areas, enhanced by well landscaped streetscapes, front gardens and rear gardens, that spread from the core across the gently sloping topography.

Both components make an equal but distinctive contribution the nature and character of Chatswood, which can be characterised as an Historic Urban Cultural Landscape with a dynamic urban core bounded to the north and south by more stable residential heritage conservation areas. There is little or no CBD overlap, as is the case with the expanded Parramatta CBD.

The scale of the existing development within the Chatswood CBD has historically, and continues to be, clearly distinguished from the surrounding low scale conservation areas. The historic proximity of the surrounding residential areas to the evolving commercial, retail and civic centre of Chatswood, has been a long held defining aspect, both tangible and intangible, of the character and significance of their designation as conservation areas.

When combined with the relative density of traditional housing, the mature street planting and mature private gardens the majority of each HCA has almost no direct visibility out towards the existing high rise section of the CBD.

The contribution of the setting to significance of each conservation areas is thus largely confined to its own “internal” features (historic houses, streetscapes, landscaping etc). The interface edges are therefore quite limited in extent and therefore in sensitivity to change.

While the two conservation areas have a very carefully managed low scale historic urban character and many well landscaped streetscapes, views out from the historic areas towards the central and western Chatswood CBD skylines have been changing almost continuously since the 1960s.

There is little evidence that the changing nature of the CBD skyline has had any negative effect on the heritage significance of the two conservation areas or the public perception of them, even with the more recent rapid rate of change. Accordingly, the sensitivity to the proposed increase in the scale and extent of urban change in the CBD is likely to be lower in Chatswood than other suburban areas without this historic continuum.

Future changes of scale in the CBD are unlikely to generate unwanted impacts on the overall significance of the majority of the HCA. Sensitivity to future change will be tempered by the long history of an evolving urban landscape and by the pace of future change in the interface zones.

6.2 STRATEGIC RECOMMENDATIONS

When formulating strategic recommendations regarding the relationship between the projected scale of development in the Chatswood CBD and the relatively low scale of the two adjacent Heritage Conservation Areas, the following aspects should be taken into consideration.

- Chatswood has evolved in a very distinctive manner since the opening, in the late 19th century of the station on the newly completed North Shore Railway. Its prosperity has always been linked to the dynamic energy generated by excellent transport links and the quality and amenity of the nearby housing areas.
- The whole of the locality can be regarded as an inter-dependant Historic Urban Cultural Landscape, with a dynamic multi-purpose core and surrounding areas of traditional housing.
- The historic proximity of the surrounding residential areas to the centre of Chatswood has been a long held defining aspect, of the character, setting and significance of them as conservation areas.
- The sensitivity to the proposed increase in the scale and extent of urban change in the CBD is likely to be lower in Chatswood than other suburban areas.
- The scale of the existing development within the Chatswood CBD has historically, and continues to be, clearly distinguished from the surrounding low scale conservation areas.
- The majority of each HCA has almost no direct visual connection with the full extent of high rise development in the CBD. This situation is likely to continue.
- Future changes of scale in the CBD are unlikely to generate unwanted impacts on the overall significance of the majority of the HCA.
- The intensity of the impacts will be influenced by the physical and spatial relationships with a particular development.
- Visual awareness of the current or future CBD is generally confined to the more proximate precincts of each HCA. These are identified as interface zones.
- New development that is “over the back fence” in an interface zone is likely to have a greater impact than development that is “across the street”.

Accordingly, this Report finds there is a strong case to be made to support the introduction of dramatically scaled height and FSR capacity to most of the interface edges between the Chatswood CBD and the surrounding heritage conservation areas.

- Most of the interface areas are separated from the nearby HCA by the intervening presence of a street or laneway.
- There are often relatively large buildings (8 storeys) in some of these interface zones, especially along Johnson Street, which have long projected a relatively dramatic change in scale.
- Reduced development capacity is recommended for sites that are “over the fence”.
- The pace of change within differing interface areas is likely to be spread out over time allowing time for the potential impacts to be absorbed by the local community and the HCA.

6.3 RECOMMENDATIONS: ADJOINING HCA INTERFACES

In accordance with the foregoing analysis, in order to minimise adverse impacts of high density development on ADJOINING Heritage Conservation Areas, limitations on future development capacity should be imposed in those interface zones that have been classified as being “over the back fence”, these being:

Adjoining Interfaces - Chatswood North HCA

- Rear of houses on southern side of Nicholson Street, north of Malvern Ave
- The rear of the houses on the western side of Blakesley Street

Adjoining Interfaces - Chatswood South HCA

- The rear of the houses on the eastern side of Olga Street, between Albert Avenue and Victoria Avenue

These zones are each characterised by a row of standard domestic sized lots with a variety of relatively small single or two storey houses. Larger scale development in these zones would require amalgamation, which would be constrained by the relatively small depth of sites that are likely to eventuate. The narrow lot sizes would naturally impose significant restrictions on their development capacity, particularly when direct amenity impacts from overlooking or overshadowing on immediately adjacent residential properties, are also taken into account.

Development capacity guidelines for the ADJOINING HCA Interface Areas should include:

- Limit maximum permissible heights
- Limit maximum permissible FSR
- Limit the number of lots that can be amalgamated into any single development site
- Limit the maximum lengths of any one building mass
- Require minimum separation distances between new multistorey buildings
- Require minimum landscape areas for new development
- Impose medium density residential zoning
- Require a design excellence process for all development in the interface zones

These recommendations will assist in ensuring that future development in the identified adjoining interface areas is more likely to create satisfactory urban relationships with those heritage conservation areas.

6.4 RECOMMENDATIONS: ADJACENT HCA INTERFACES

In accordance with the foregoing analysis, in order to minimise adverse impacts of high density development on ADJACENT Heritage Conservation Areas, limitations on future development capacity in line with those stipulated in the CBD Strategy are endorsed as appropriate in those interface zones that have been classified as being “across the road”, these being:

Adjacent Interfaces - Chatswood North HCA

- Northern side of Wattle Lane
- Eastern side of Anderson Street between Zinnia Lane and Wattle Lane

Adjacent Interfaces - Chatswood South HCA

- The southern side of Johnson Street between Chatswood Park and Bertram Street
- The eastern side of Bertram Street, between Johnson Street and Albert Avenue
- The southern side of Albert Avenue between Bertram Street and Olga Street

These zones are generally less sensitive due to the intervening presence of a street or laneway.

Development capacity guidelines for the ADJACENT HCA Interface Areas should include:

- CBD maximum permissible heights
- CBD maximum permissible FSR
- No limit on the number of lots that can be amalgamated for a development site
- Limit the maximum lengths of any one building mass to avoid street walls
- Modulate building forms to minimise unbroken external wall lengths
- Orient rectangular buildings with shorter elevation to the street
- Preserve sky visibility between and around tall developments
- Require minimum separation distances between new buildings
- Impose podium and tower massing principles
- Require minimum landscape areas for new development with generous deep soil planting for high canopy trees
- Impose CBD zoning
- Require a design excellence process for all development in the interface zones, with particular attention to the relationship between the building scale and the width of the street or lane

These recommendations will assist in ensuring that future development in the identified adjacent interface areas is more likely to create satisfactory urban relationships with those heritage conservation areas.

6.5 RECOMMENDATION : UPGRADING HCA INTERFACES

Perhaps the most effective long term measure for softening the impact of an expanding CBD into areas that are closer to the HCAs, is for Council to undertake an active tree planting programme in those streets where the existing tree cover is relatively sparse.

Photos elsewhere in this Report clearly indicate that street trees are a major feature and visual amenity of the two adjoining HCAs, and can do much to soften or reduce the visual presence of larger scale buildings. In other streets, the lower density of mature street trees tends to reduce the amenity and sense of identity of those portions of the HCA.

It is likely that some areas of permissible development uplift derived from the CBD Strategy will take some years or even decades to be implemented. This passage of time will not only increase the familiarity of the inter-related intangible aspects of the Chatswood Historic Urban Cultural Landscape in the public mind, it will give the street trees time to grow into maturity as a future visual buffer and filter for views within and from the HCAs towards the evolving prominence of the CBD.

- Council should commence an active programme to supplement the existing visual presence of street trees across the HCAs.

7.0

“ADJOINING” INTERFACE EXAMPLES

7.1 LAVENDER BAY HCA, NORTH SYDNEY, NSW

Individually heritage listed historic terraced houses in Walker Street, North Sydney, are located at the northern edge of the Lavender Bay HCA are located in very close proximity to the older style high rise hotel and office building located above North Sydney Station.

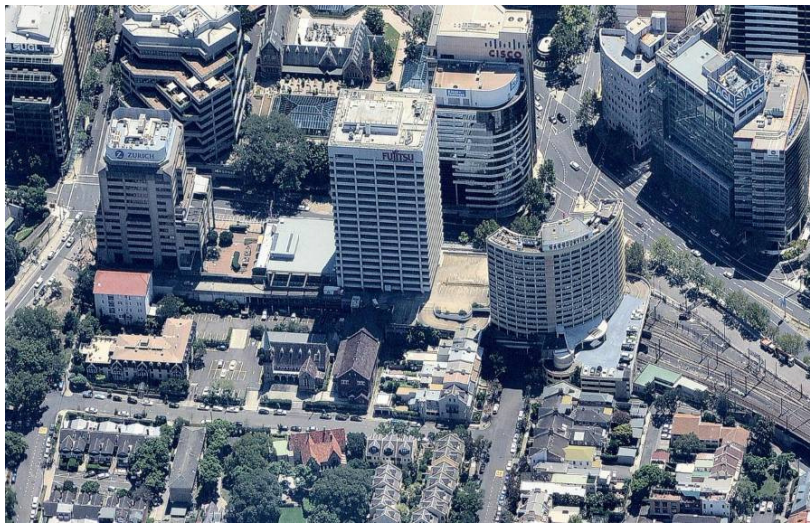
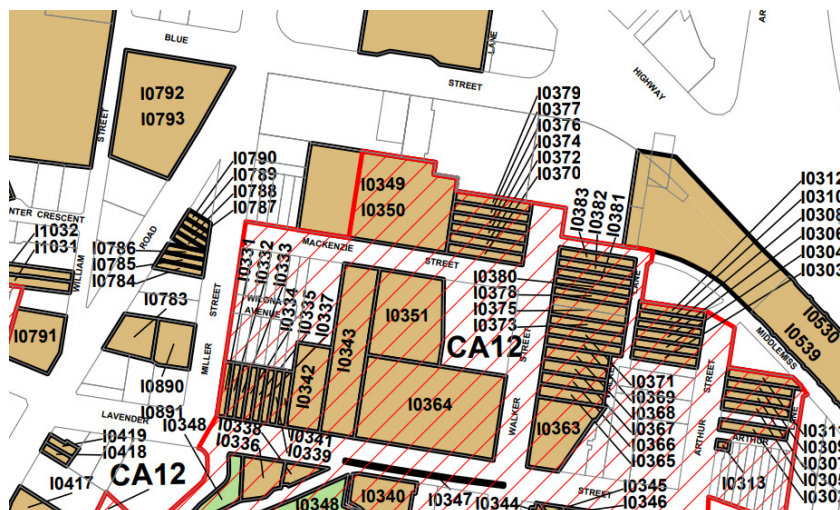


Fig 40 The historic terraced houses maintain their identity despite being in close proximity to the high rise towers that form the urban ridgeline at North Sydney Station.



Extract, Heritage Map 002A from North Sydney LEP 2013

7.2 EDWARD STREET HCA, NORTH SYDNEY, NSW

The individually single storey, heritage listed terraced houses on both sides of Oak Street and the eastern side of Edward Street are in close proximity to the relatively recent high rise commercial and educational buildings located to the north west of the historic clock tower on the Post Office at Victoria Square

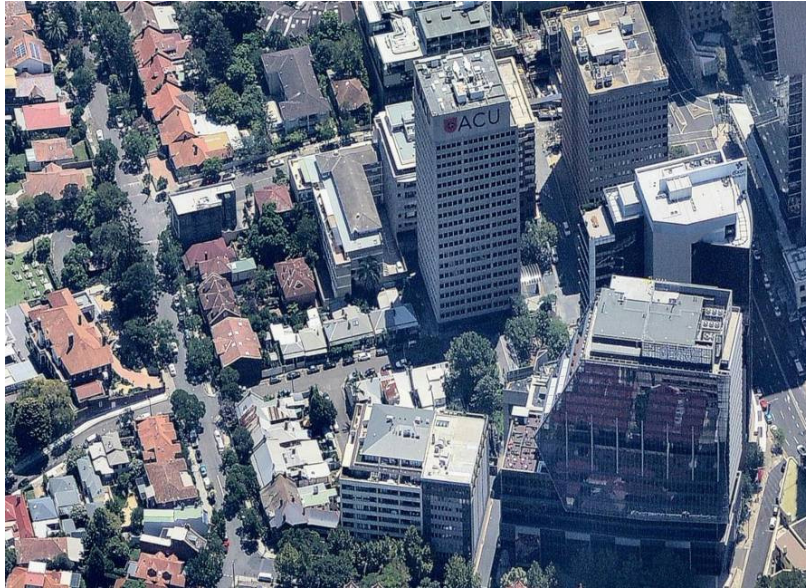
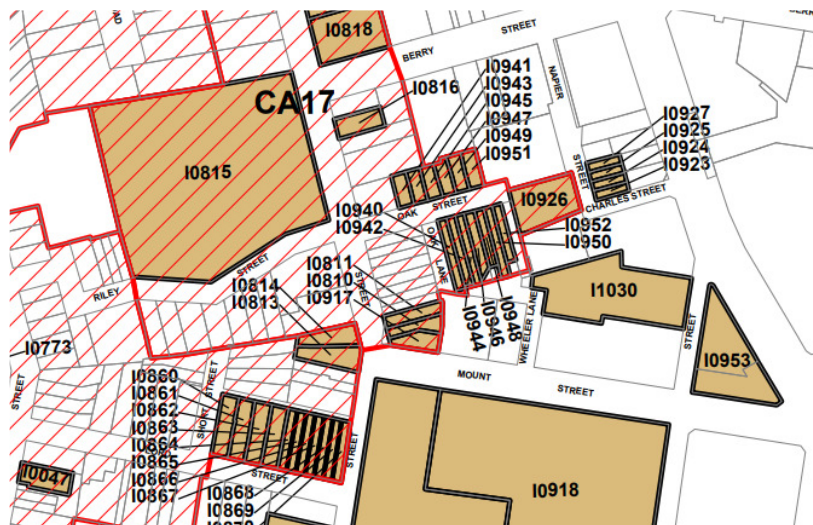


Fig 41 There is a large number of single storey historic terraced houses in close proximity to these office and educational towers in North Sydney



Extract, Heritage Map 002A from North Sydney LEP 2013

7.3 MILLERS POINT HCA, MILLERS POINT, NSW

The Millers Point HCA is listed on the NSW State Heritage Register. It contains a fine collection of traditional 19th century terraced housing and a large number of 1920s era Housing developed by the then Sydney Harbour Trust. The recent very high commercial and hotel development along the Bangaroo waterfront is changing the setting of this HCA in a most dramatic fashion.



Fig 42 View along Kent Street, looking south



Fig 43 View from High Street looking back towards the context of the Sydney CBD

8.0

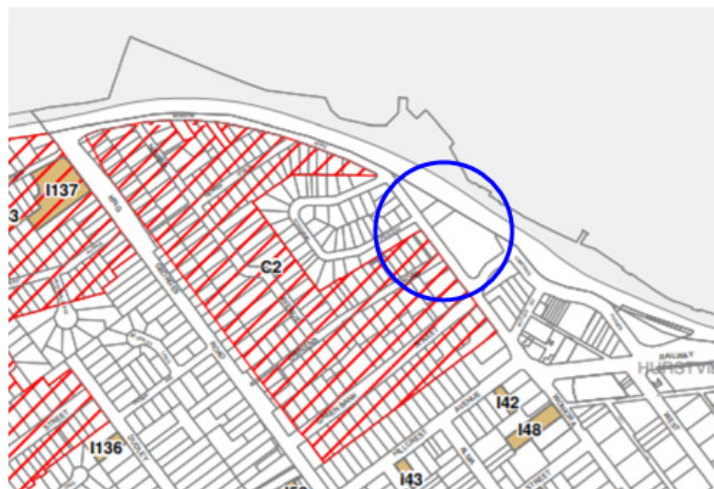
“ADJACENT” INTERFACE EXAMPLES

8.1 O'BRIENS ESTATE HCA, HURSTVILLE, NSW

Large scale residential buildings separated by Woniora Road from the O'Brien's Estate Heritage Conservation Area on the edge of Hurstville CBD.



Fig 44 View towards newly completed high rise residential flat building from the nearby mid 20th century residential heritage conservation area.



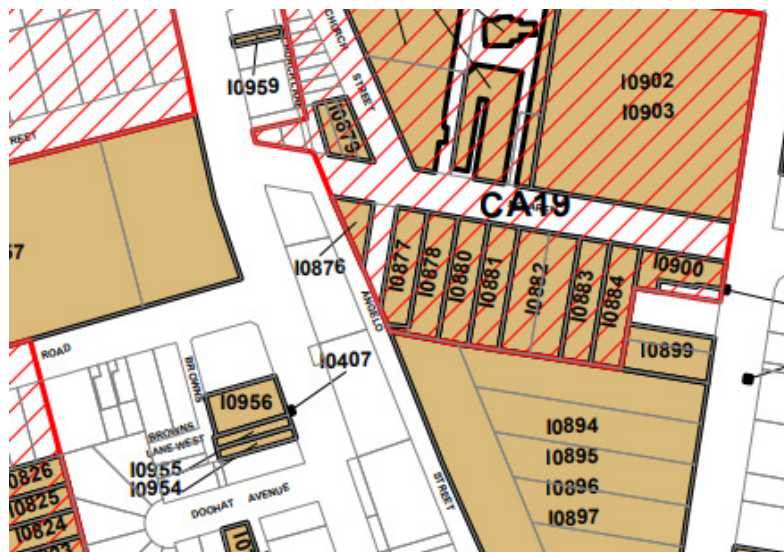
The subject site in relation to the nearby O'Briens HCA
Extract from KLEP 2012 Heritage Map

8.2 McLAREN STREET HCA, NORTH SYDNEY, NSW

The relatively narrow Angelo Street separates the recently completed series of high rise buildings facing onto the Pacific Highway from the historic houses facing onto McLaren Street, the heritage listed Monte Sant' Angelo Mercy College complex and the outer edge of the McLaren Street Heritage Conservation Area



Fig 45 View north along Angelo Street with the heritage item and HCA on the right and the newly erected high rise residential buildings on the left.



Extract, Heritage Map 002A from North Sydney LEP 2013

8.3 WHALING ROAD HCA, NORTH SYDNEY, NSW

Two older style high rise buildings on the eastern side of the Warringah Expressway in North Sydney, separated from the Whaling Road HHCA by Neutral Street and Nicholson Street.

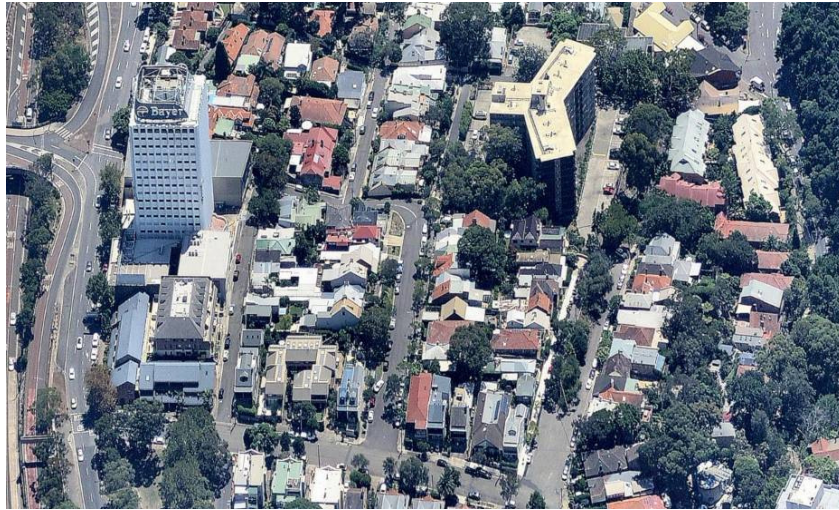


Fig 46 Aerial photo showing the relationship of the two, older style high rise buildings in relation to the surrounding historic housing that spreads to the east down the steeply sloping topography



Extract, Heritage Map 002A from North Sydney LEP 2013

9.0

INTERNATIONAL INTERFACE EXAMPLES

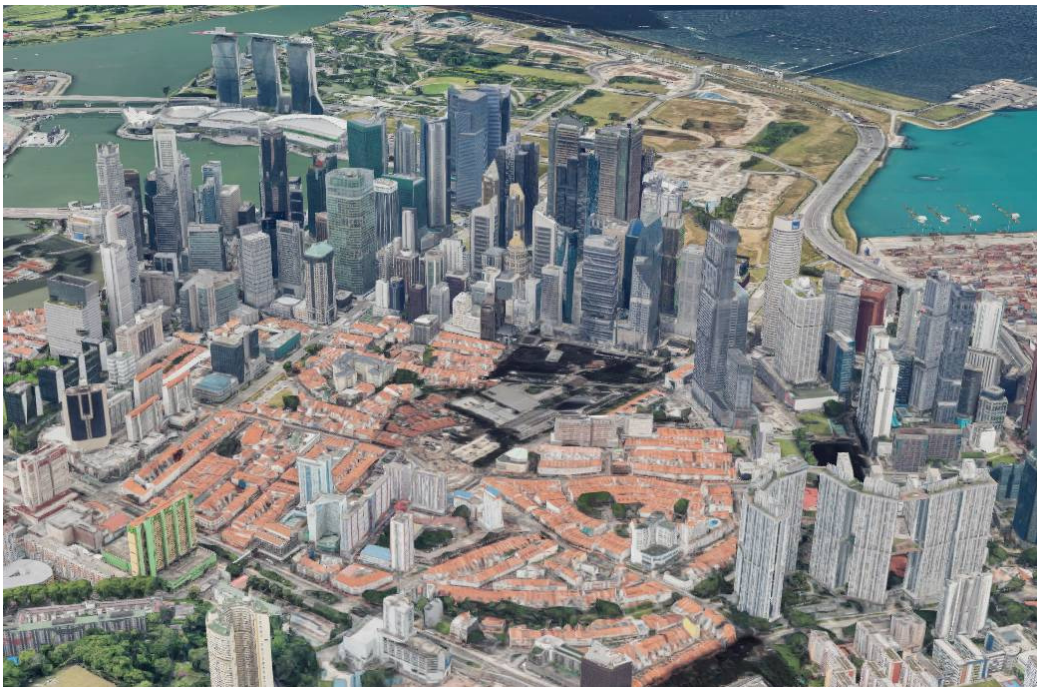


San Francisco Financial District





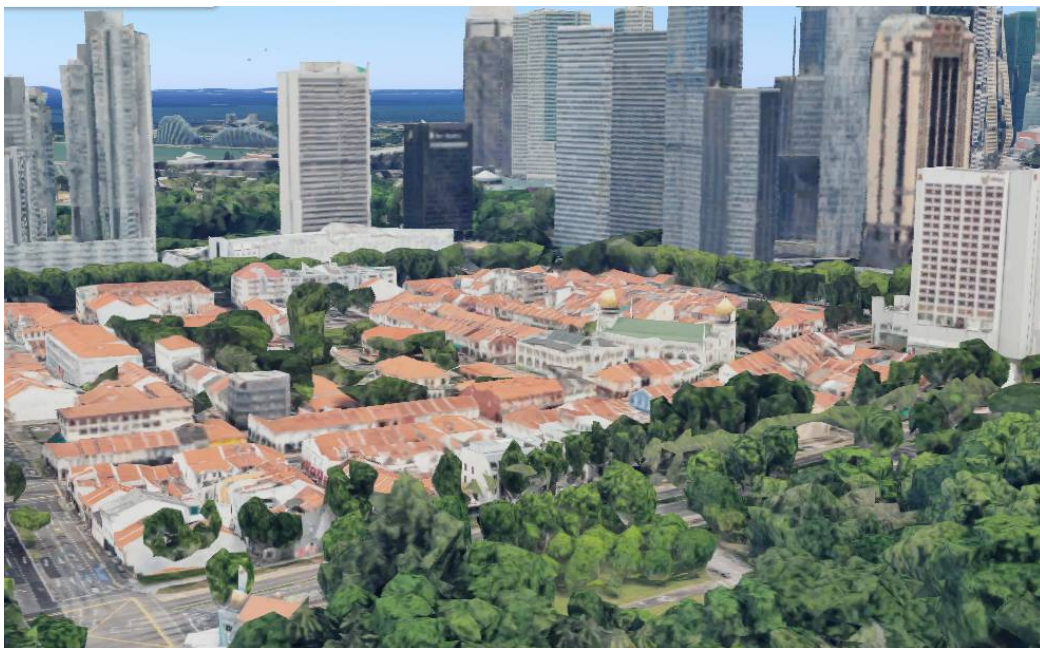
New York



Singapore China Town



Singapore Central



Singapore Kampong Glam