

STATEMENT OF HERITAGE IMPACT

160 Oxford Street
142-148 Oxford Street
6 Shadforth Street
13 Gipps Street

Paddington Heritage Conservation Area

Proposed Works: Mixed Use Development with Affordable Housing
Prepared For: TM No 8 (Toohey Miller)

December 2025
Issue D



ACKNOWLEDGEMENT OF COUNTRY

GBA Heritage acknowledges the Gadigal people as the Traditional Custodians of the land on which this report was written, as well as the Birrabirragal and Gadigal people on which the subject site is located. We recognise their connection to Country, and pay our respects to Elders, past and present.

AUTHORSHIP

This report has been prepared by Dr Cameron Hartnell, Senior Heritage Consultant (PhD, M Herit Cons, M. ICOMOS), of GBA Heritage and has been reviewed by the Director, Graham Brooks. Unless otherwise noted, all of the photographs and drawings in this report are by GBA Heritage.

LIMITATIONS

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

Recommendations have been made on the basis of documentary evidence viewed and inspection of the existing fabric. Archaeological assessment of the subject site is outside the scope of this report.

COPYRIGHT

Copyright of this report remains with GBA Heritage.

160 OXFORD ST, 142-148 OXFORD ST, 6 SHADFORTH ST, 13 GIPPS ST

ISSUE	DESCRIPTION	DATE	ISSUED BY
A	Draft for Review	10/12/25	CH
B	Draft for information	15/12/25	CH
C	Issued for SSDA Submission	18/12/25	CH
D	Minor amendment	19/12/25	CH

GBA Heritage Pty Ltd
Level 4, 63 York Street
Sydney NSW 2000, Australia
T: (61) 2 9299 8600
F: (61) 2 9299 8711
E: gba@gbaheritage.com
W: www.gbaheritage.com
ABN: 56 073 802 730
ACN: 073 802 730

Nominated Architect: Graham Leslie Brooks - NSW Architects Registration 3836

CONTENTS

1.0	THE HERITAGE CONTEXT	4
1.1	REPORT OVERVIEW	4
1.2	HERITAGE ITEM	4
1.3	STATUTORY HERITAGE LISTINGS	5
1.4	SITE CONTEXT	5
1.5	HISTORICAL OVERVIEW	8
1.6	PADDINGTON VILLAGE (1840-1860)	9
1.7	PHYSICAL ANALYSIS	10
2.0	SIGNIFICANCE ASSESSMENT	11
2.1	ESTABLISHED SIGNIFICANCE OF THE PADDINGTON CONSERVATION AREA	11
2.2	ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE	13
3.0	PROPOSED WORKS	16
3.1	THE PROPOSAL	16
4.0	HERITAGE IMPACT ASSESSMENT	19
4.1	INTRODUCTION	19
4.2	ASSESSMENT OF VISUAL IMPACTS	21
4.3	MATTERS FOR CONSIDERATION	24
4.4	ADDITIONAL CONSIDERATIONS	26
4.5	HERITAGE OBJECTIVES OF THE WOOLLAHRA LEP 2014	26
4.6	HERITAGE GUIDELINES OF THE WOOLLAHRA DCP 2015	27
4.7	ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 (EPBC ACT)	27
5.0	SUMMARY, RECOMMENDATIONS AND CONCLUSION	28
5.1	SUMMARY OF PROPOSAL	28
5.2	SUMMARY OF IMPACT ASSESSMENT	28
5.3	CONCLUSION	28
6.0	BIBLIOGRAPHY	29

1.0

THE HERITAGE CONTEXT

1.1 REPORT OVERVIEW

This Statement of Heritage Impact accompanies a detailed SSDA for the proposed mixed use development with affordable housing at 142-160 Oxford Street, 13 Gipps Street and 6 Shadforth Street, Paddington.

The SSDA seeks development consent for:

- Demolition of all structures on the site, except for the dwelling on 13 Gipps Street, and removal of vegetation on the site excluding vegetation on 13 Gipps Street.
- Site works comprising excavation and ground works including bulk excavation and in ground services works.
- A four (4) storey basement, with vehicular access from Shadforth Street, comprising:.
- Ground floor shops;
- A total of approximately 40 dwellings, comprised of:
 - Affordable housing dwellings to be managed by a community housing provider for a period of at least 15 years.
 - Market build-to-sell dwellings
- Landscaping works and extension and augmentation of services and infrastructure as required, including landscaping works on 13 Gipps Street.
- Provision of pedestrian access to the development will be provided from Bethel Lane.

This report has been prepared in response to the requirements contained within the Secretary's Environmental Assessment Requirements (SEARs) for In-fill Affordable Housing dated 28 November 2025 for the SSD DA (SSD-97528708). Specifically, this report has been prepared to respond to the SEARs requirement 22: Environmental Heritage.

1.2 SUBJECT SITE

The subject site fronts Oxford Street, Shadforth Street and Gipps Street. It is described by NSW Land Registry Services (LRS) as:

142 Oxford Street - Lot 4 DP 263685
144 Oxford Street - Lot 3 DP 263685
146 Oxford Street - Lot 2 DP 263685
148 Oxford Street - Lot 1 DP 263685
160 Oxford Street - SP 13018
6 Shadforth Street - Lot 1 DP 70235
13 Gipps Street - Lot 5 DP 263685

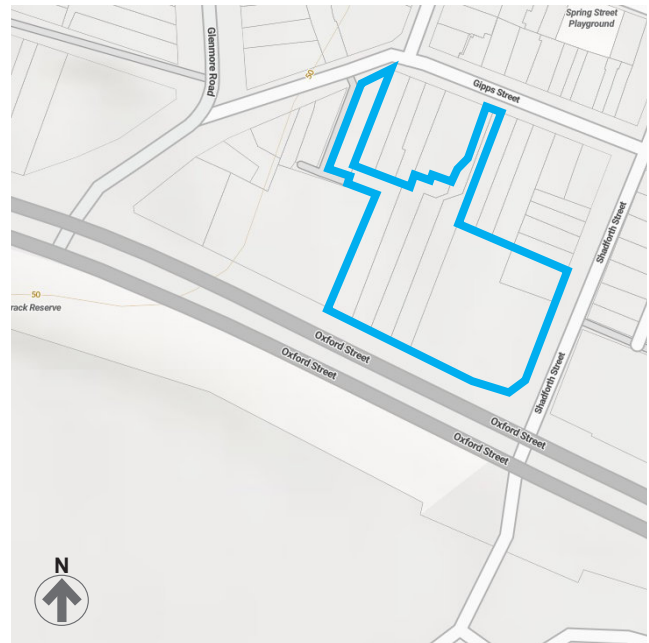


Figure 1.1
Location map showing the subject site outlined in blue
Source: NSW LRS Explorer website.

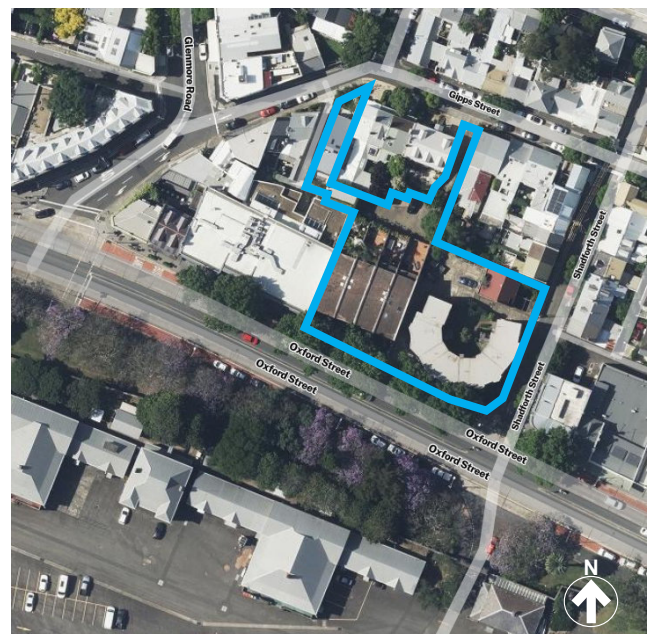


Figure 1.2
Aerial showing the subject site outlined in blue
Source: NSW LRS Explorer website.

The subject site contains residential dwellings between two to three stories in height. The site slopes down to the west along Oxford Street and down to the south along Shadforth Street.

1.3 STATUTORY HERITAGE LISTINGS

The subject properties are **not** listed as items of heritage significance in any statutory instrument. However, they are located in the Paddington Heritage Conservation Area (HCA), listed as a conservation area of local significance in Schedule 5 of the *Woollahra LEP 2014*.

The contribution of the subject site to the Paddington HCA has not been assessed by Woollahra Municipal Council. Therefore, an assessment of the contribution of the site to the HCA included in Section 2.0 below.

The subject site is located in the vicinity of the following item listed in Schedule 5 of the *Woollahra LEP 2014*, as items of local heritage significance:

- Item 256 - Rose and Crown Hotel and interiors. 9 Glenmore Road, Paddington

The subject site is also in the vicinity of the following items listed in the list of Commonwealth Heritage Places:

- *Building VB2 Guard House*, Oxford Street (Paddington Barracks)
- *Victoria Barracks Perimeter Wall and Gates*, Oxford Street (Paddington Barracks)
- *Victoria Barracks Precinct*, Oxford Street (Paddington Barracks)

Therefore, the subject site is subject to the heritage provisions of the *Woollahra LEP 2014* and the *Woollahra Development Control Plan (DCP) 2015* under the *Environmental Planning and Assessment Act 1979*. The Department of Planning, Housing and Infrastructure must take into consideration the potential impact of any proposed development on the heritage significance of the conservation area.

The subject site is also subject to the heritage provisions of the *Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act)*

1.4 SITE CONTEXT

1.4.1 URBAN CONTEXT

The subject site is located in the oldest part of Paddington, known as 'Paddington Village', which was developed from 1841. The site is, however, located in a contemporary part of Oxford Street, with buildings built after WWII on both sides.

The wider area is largely characterised by low-rise with one to three-storey buildings, with a number of taller buildings pockmarking the greater Paddington Area, including St Vincent's Hospital, the apartment building at 176 Glenmore Road, the Telstra Paddington International Telecommunications Centre (363 Oxford Street) and the apartment buildings at 339 Oxford Street, 40 Stephen Street and 13 Campbell Ave, Paddington.

Oxford Street is a well known two- and three- storey commercial axis through Paddington. Many of the buildings in the wider vicinity are of nineteenth and early-twentieth century construction. The immediate vicinity, however, was developed in recent decades. All buildings fronting Oxford Street, between Glenmore Road and Shadforth Street, were developed after the mid-twentieth century. The neighbouring three-storey commercial building at 168 Oxford Street is of recent construction.

Shadforth Street is a residential street at the east end of the subject site. Most residences in the vicinity are one- and two-storey structures built on or near the front building line.

Gipps Street is a residential street that extends east-west past the northern part of the subject site. Most of the residences nearby on the street are historic, are one- to two-stories, and are built to or near the front building line. The houses at 13-21 Gipps Street have some setback from the street.

Paddington is characterised by narrow streets with structures built to or near the front building line. As such, views across the suburb from within the street network are limited.

Victoria Barracks is located to the south, across Oxford Street. The main gate and perimeter wall are the most visible elements from the public domain. The wall and adjacent Edwardian buildings are visually obscured by mature trees in the Oxford Street Reserve, which often overshadow the structures.



Figure 1.3
The Oxford Street streetscape, west of the subject site, is constituted by buildings of relatively recent construction



Figure 1.6
The multi-tenancy retail building at 126 - 140 Oxford Street was constructed in 2002-2005 and has a contemporary design



Figure 1.4
The single storey commercial building at 122 Oxford Street was constructed in recent decades



Figure 1.7
The three-storey retail building at 168 Oxford Street has a contemporary design and was constructed in recent decades



Figure 1.5
The commercial building at 124 Oxford Street, west of the subject site, emulated a historic residence but was constructed in recent decades



Figure 1.8
Streetscape of the subject side (centre-left) and east along Oxford Street (right). The buildings flanking the subject site are contemporary



Figure 1.9 (above)

View of Victoria Barracks from across Oxford Street. The Queen Victoria Gate is visible (left) with the wall extending along the boundary. Tall trees in the Oxford Street Reserve often keep the adjacent wall and buildings in shade

Figure 1.10 (below)

Oblique aerial photograph showing the subject site within its urban context. The site is within a zone of structures along Oxford Street that were built after WWII. The northern section of Victoria Barracks is shown and labelled

Source: Nearmap website



1.5 HISTORICAL OVERVIEW

1.5.1 GRANT AND SUBDIVISION OF THE SUBJECT SITE (1840)

The subject urban block was part of 8 acres and 10 perches granted to the Australian Subscription Library in 1840.¹

The library was formed by a group of Sydney 'gentlemen' in 1826. They opened Sydney's first major public library in rented premises on Pitt Street in 1827.²

In 1831, Governor Darling promised land to the library, but a specific parcel was not immediately offered. In 1840, Governor George Gipps granted the organisation Allotment numbers 17 and 18 in Paddington 1840, with a quit rent of 8 shillings.³

The Australian Subscription Library immediately subdivided the property into 29 Lots and offered the lands for sale. The Library organisation benefitted from a decision to relocate the New South Wales Corps to a property that would become identified as Victoria Barracks, across the street from the subject site. Sydney was at the height of a land boom, which started in the 1830s and ended abruptly in 1841. The future habitation by the Corps attracted investment in the area, which likely raised the prices reached for the Library's site. The auction realised £3,384.⁴

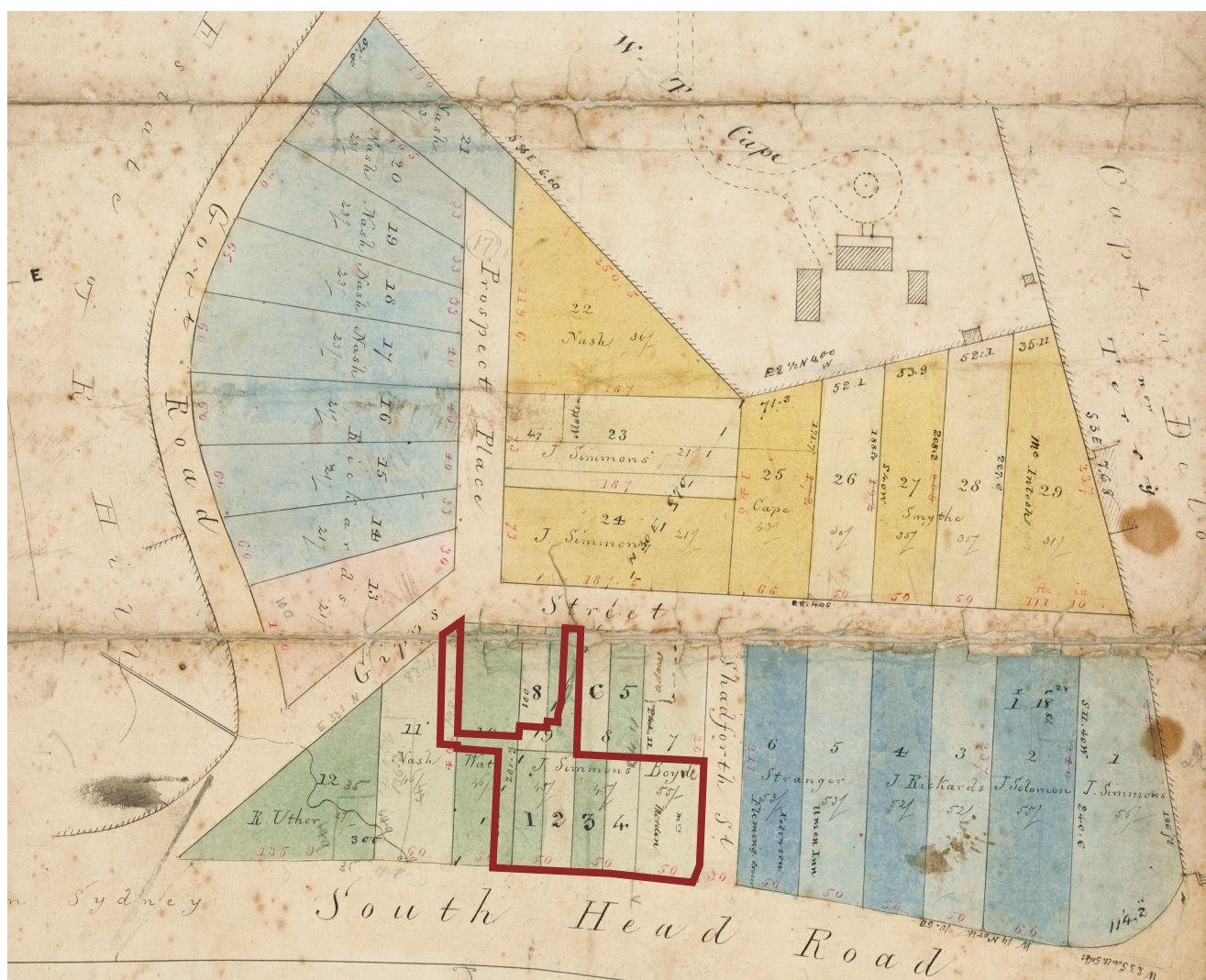


Figure 1.11
The subdivided Australian Subscription Library grant in Paddington, which was sold off in 1840. The subject site is outlined in red
Source: State Library of NSW, FL3716284, Z/M2 811.18113

1 HLRV, Serial 35 Page 249.
2 Dictionary of Sydney.
3 HLRV, Serial 35 Page 249.

4 Kelly (1978), 19

1.6 PADDINGTON VILLAGE (1840-1860)

One commentator described the Paddington area prior to its development from the 1840s, as

“a rugged country, perhaps the most wild looking place around Sydney; barren sandhills with patches of scrub, hills and hollows galore with much low lying flat and swamp”.⁵

Governor Bourke formally selected the site of the Victoria Barracks in 1840. The site may have been preferred because it was unsuitable for agriculture but contained a good supply of Sydney building stone. Work on the barracks started in 1841 and initially housed 640 soldiers as well as their wives and children.⁶

The occupation of the Barracks encouraged non-military individuals and families to settle in the Australian Subscription Library lands, on the north side of South Head Road (now Oxford Street). Max Kelly writes of the new village:⁷

Hugh Brodie and Alexander Craig had already erected fifty yards away and across a pot-holed South Head Road, a number of wooden and stone cottages to house a varied assortment of English, Irish and Scottish stonemasons,

quarrymen, carpenters and Norfolk Island convict labourers who had come, some voluntarily, others forced, to build this example of Georgian splendour [the Barracks]. Stores, produce merchants, water carriers, wheelwrights, blacksmiths, turnkeys, dairymen, a baker and Mary Mitchell the local midwife all followed and contributed to the rapid development of the Village of Paddington. The Village serviced the Barracks and the Barracks provided the custom and thus the principal income for the village.

An 1840-1860 map of the Town of Paddington (Figure 1.12) shows the subject site developed with numerous structures fronting Oxford and Gipps Streets.

Thus, the barracks prompted the creation of an isolated village in Paddington but did not lead to the development of the wider area for the first two decades. In 1863, the newly incorporated Municipality of Paddington boasted 535 dwellings,⁸ likely mostly concentrated around the Barracks.

From the 1860s to the early-twentieth century, Paddington developed into a dense, low-scale neighbourhood.

Figure 1.12 (below)

1840-1860 map showing development within the subject site
Source: Kelly (1978), 20



⁵ Kelly (1978), 11, citing *Sydney Morning Herald*, 10 January 1914.

⁶ *Ibid.*, 16-19.

⁷ *Ibid.*, 19.

⁸ *Ibid.*, 23.

1.6.1 CONSTRUCTION OF THE EXISTING SUBJECT BUILDINGS

The existing buildings on the subject site have the following construction dates:

- 142-148 Oxford Street: 1979-1986
- 160 Oxford Street: 1961-1965
- 6 Shadforth Street: 1956-1971
- 13 Gipps Street: 1979-1986

1.6.2 THE VICTORIA BARRACKS

Elements of the Victoria Barracks in the vicinity of the subject site had the following construction dates:

- Perimeter Wall and Gate: By 1850
- Buildings 94, 95 and 96: 1912-1913

1.7 PHYSICAL ANALYSIS

The subject site consists of 7 residential structures built in the second half of the twentieth century.

142-148 Oxford Street is four identical, two-storey terraced brick houses set back from the street with side gable roofs.

160 Oxford Street is a 3/4 storey apartment building with a rendered and painted masonry facade that is broken up into 8 frontages surrounding a central courtyard.

A limited amount of on-grade parking is available in the rear.

6 Shadforth Street is a two-storey brick residence with a cross-gable roof that is set back from the street. The property has a high perimeter wall around the front yard, with car access.

13 Gipps Street is a contemporary two-storey painted brick residence with a cross-gable roof. The house is set back from the street.



Figure 1.13
142-148 Oxford Street



Figure 1.14
160 Oxford Street



Figure 1.15
6 Shadforth Street



Figure 1.16
13 Gipps Street

2.0

SIGNIFICANCE ASSESSMENT

Article 1.2 of the *Burra Charter* states:

Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.¹

To ascribe cultural or heritage significance to an item, whether a place, building, object or custom, is to deem it to be valuable to our present and evolving society: something that should be part of future generations' heritage.

Heritage significance may be contained within and demonstrated by: the fabric of an item; its setting and relationship with other items; its recorded historical context; and its importance to certain groups of people. The assessed significance of an item may vary as more is learnt about the past, as its degree of rarity changes or as the value of its relationship to certain people or social values evolves.

Determining cultural significance is at the basis of all planning for places of historic value. A clear understanding of significance permits informed decisions about which items or parts of items should be retained and conserved, enhanced or at least not unduly altered, and thus guides the assessment of proposals for development and change.

2.1 ESTABLISHED SIGNIFICANCE OF THE PADDINGTON CONSERVATION AREA

2.1.1 STATEMENT OF SIGNIFICANCE

The *Woollahra DCP 2015* contains the following information on the Paddington Conservation Area:

C1.2.1 The Significance of the Paddington Heritage Conservation Area

Paddington is a unique urban area which possesses historical, aesthetic, technical and social significance at a National and State level. An important factor in the significance of Paddington is its exceptional unity, encompassing scale, character, history, architecture and urban form.

The built environment of Paddington is an excellent example of the process of 19th century inner city urbanisation of Sydney which was largely completed by 1890. The predominant Victorian built form is an excellent representative example of the phenomena of land speculation and a 'boom' building period between 1870 and 1895.

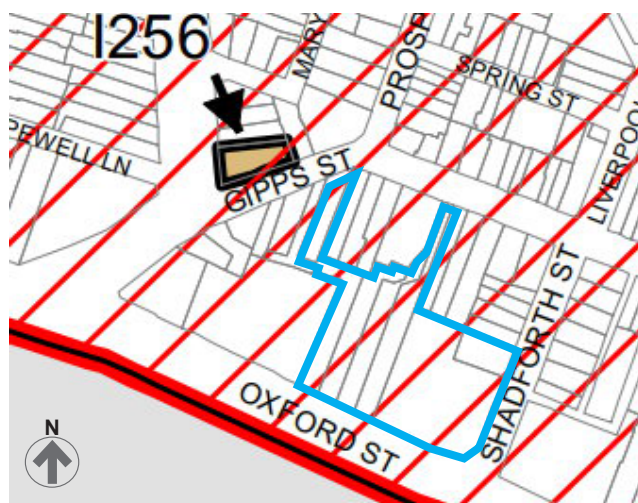


Figure 2.1

Excerpt from the *LEP Heritage Map 001* showing the subject site outlined in blue

Source: *Woollahra LEP 2014, Heritage Map Sheet 001*

¹ Australia ICOMOS, The Australia ICOMOS Burra Charter, 2013

The terraces of Paddington clearly trace the evolution of the imported English Georgian and Regency terrace models into the distinct Australian style evident in the Victorian era terraces.

Paddington retains many significant types of buildings that represent all phases of the suburb's historical development. These building types range from modest, small-scale, single storey timber and masonry cottages, to remnant examples of former gentry mansions, boom style middle-class terrace houses, apartment blocks and contemporary infill development, all of which are set in a varied network of streets, lanes and pedestrian accessways which reflect the phases of subdivision and development.

Paddington has a multitude of important historical and social associations. It is linked with the early transport routes along South Head Road (Oxford Street) and Point Piper Road (Jersey Road), the construction of Victoria Barracks in the 1840s, the gentry estates, prominent figures of the early colony, the speculative building boom between 1870 and 1890, and the development of Australian tennis at the White City site. Its historical and social associations extend to the periods of occupancy by immigrant groups and minority groups including the Chinese market gardeners, the Jewish community around the turn of the century, the European immigrants in the 1950s and an alternative artistic and intellectual population in the 1960s and 1970s. Today Paddington has a high level of social esteem and is regarded as one of Sydney's most desirable inner-city urban areas. The changing sociology of Paddington demonstrates phenomenal variations in status and changes in community attitudes to the 19th century suburb.

Paddington has important associations with the evolution of the conservation movement in Australia, in particular with the actions by the National Trust and the Paddington Society, which ensured its conservation at a time of redevelopment threat in the 1960s. It is significant as the first suburb classified by the National Trust, a community based, non-government organisation committed to promoting and conserving Australia's heritage.

Paddington has a unique aesthetic significance due to the superimposition of the built form on a sloping topography which overlooks Sydney Harbour and its foreshores. The coherent and extensive Victorian built form comprising groups of terrace buildings on narrow allotments which

step down hills, turn corners or sit in ranks along tree lined streets produces a singularly recognisable image.

Inter-War flat buildings are also present in Paddington, ranging from around 1918 to circa 1950. Many of these buildings make an important historic, aesthetic, social and representative contribution to the character and illustrate the historical evolution of development of the area. They demonstrate the key characteristics of architectural styles of the Inter-War period.

Paddington provides vast opportunity for research, education and interpretation through the physical layout of its road network, its subdivision pattern and the varied form of buildings.

These buildings provide an excellent record of past technologies and domestic lifestyles through features such as original external and internal building fabric, detailing and room layouts. Terrace houses, semi-detached dwellings, flat buildings and freestanding houses all show the evolving attitudes towards families and the home from the early 19th to the late 20th century.

2.1.2 CONTRIBUTION OF THE SITE TO THE HCA

Section C1.1.7 of the Woollahra DCP 2015 How to use this chapter defined contributory and intrusive buildings as:

"All other [non-heritage listed] buildings within the Paddington HCA are 'contributory buildings' as they make a positive contribution to the character of the area. The only exception to this is for 'intrusive buildings' which are inappropriate to the character of Paddington in regard to scale, proportions, materials and design."

The seven residential structures that constitute the subject site are intrusive structures to the HCA, because:

- They were built outside the key periods of development.
- They are set-back from the front boundary line, in contrast to typical contributory development.
- They have a contemporary design.
- Some structures use contemporary materials.
- 160 Oxford Street does not align with the subdivision pattern and built form of the street.

2.2 ESTABLISHED SIGNIFICANCE OF THE HERITAGE ITEMS IN THE VICINITY OF THE SUBJECT SITE

2.2.1 THE WOOLLAHRA LEP 2014: THE ROSE AND CROWN HOTEL

The NSW Heritage Inventory contains the following Statement of Significance for the *Rose and Crown Hotel including interiors*, 9 Glenmore Road:

Statement of Significance

The Village Inn, formerly the Rose and Crown Hotel, and Dirty Nelly's, was built c.1851 as a small but fine Victorian period, Classic Revival/Italianate hotel, to draw upon the increasing trade along the South Head Road, and in particular the new military barracks whose construction stimulated both building work and settlement in the emerging Paddington area. Around it, built at first were small homes for the workers building and serving the new barracks, forming the village which was quickly to grow and consolidate, becoming increasingly urbanized through densely composed terrace house rows.

The Village Inn is one of the earliest established hotels in Paddington, comparable with the Paddington Inn (1848), and thus one of the longest serving hotels in the suburb, but distinctive for being in its original but somewhat modified building. Like other Paddington hotels it also enjoyed a long association with Tooth & Co., who owned, leased and sub-leased many of the suburb's early and historic hotels.

Although of modest scale on a small, constrained site, the Hotel became and remains a local landmark, prominent in the narrow streets and amongst the closely spaced cottages of Glenmore Road and Gipps Street, just off South Head Road - now Oxford Street. As an elaborately decorated example of its style, the Village Inn has been thoughtfully enlarged through the addition of an upper floor, carefully integrated with and enhancing its highly-styled facades. Extended to cover its whole site, the building has also been internally rearranged, wringing out the space and efficiency possible from its small footprint. Despite changes, the interiors retain significant elements such as posts and beams (structural framing), pressed metal ceilings and other original decorative elements.

The Village Inn is of historical significance for the long tradition of hotel trade on this site, of historic and aesthetic significance for its architectural and streetscape contributions to the suburb, and of social significance for its continuing contribution to the sense of identity within the area for the local and wider community. As an element of the Paddington Heritage Conservation Area, and one of the distinctive group of hotels in Paddington, it may also prove, on further investigation, to have significance as part of an unusual group of hotels, important in their suburban context.

Other listed heritage items in the wider locality are separated from the subject site by distance and have no direct visual connection to the site.



Figure 2.2
The Rose and Crown Hotel, in Glenmore Road

2.2.2 COMMONWEALTH HERITAGE LIST: VICTORIA BARRACKS

The Australian Heritage Database contains the following Statement of Significance for the *Victoria Barracks Perimeter Wall and Gates*, Place ID 105281:

Summary Statement of Significance

The perimeter wall and gates, dating from 1845-50, are an integral part of Victoria Barracks and have considerable historical significance. They have been directly associated with the principal military establishment in NSW for more than 150 years. Changes made to the wall reflect developments within and adjacent to the Barracks precinct. (Criterion A.4)

The perimeter wall is the only surviving such wall in NSW constructed as a defensive system around a barracks complex. The wall reflects British military thinking of the mid-nineteenth century. (Criterion B.2)

The main entry is a good example of a Neo-Classical gateway executed in stone. (Criterion D.2)

The perimeter wall and gates are constructed of sandstone, and the fabric and colour together with the landscaped setting to Oxford Street and Moore Park Road, contribute strongly to the streetscapes surrounding the precinct. The wall and gates also have social significance due to being the “public face” of Victoria Barracks for Sydneysiders. (Criteria E.1 and G.1)

The Australian Heritage Database contains the following information on the Aesthetic Characteristics of the *Victoria Barracks Perimeter Wall and Gates*, Place ID 105281:

Official Values

Criterion E Aesthetic characteristics

The perimeter wall and gates are constructed of sandstone, and the fabric and colour together with the landscaped setting to Oxford Street and Moore Park Road, contribute strongly to the streetscapes surrounding the precinct.

Attributes

All of the wall's fabric and characteristics including colour, landscape setting as well as visibility from the street.

The above Summary Statement of Significance and Aesthetic Characteristics assessment identify the participation of the item to the Oxford Street streetscape is significant. They do not identify any views from within the Victoria Barracks as significant.

The Australian Heritage Database contains the following Statement of Significance for the *VB2 Guard House*, Place ID 105282:

Summary Statement of Significance

The Guard House has been in continuous use since its construction in 1846. It has considerable historical significance for its direct association with Victoria Barracks (the principal military establishment in NSW), and with a lengthy span of the military history of NSW. (Criterion A.4)

The building, given its layout and its location adjacent to the main entrance and the perimeter wall, is a reflection of British military planning during the mid-nineteenth century. (Criterion B.2)

The structure is a good example of a stone military guard house of the period, and it is probably the only one of the period still in use in NSW. It retains a number of original and early fixtures and fittings, from the cast iron verandah columns to chimney details and various metal hardware items, as listed in the description. (Criteria D.2 and B.2)

Constructed of sandstone and having a slate-clad roof, the Guard House contributes to the visual amenity and aesthetic appeal of the Victoria Barracks precinct. The widespread use of these materials in the precinct helps to create a strong sense of unity. (Criterion E.1)

The Australian Heritage Database contains the following information on the Aesthetic Characteristics of *Building VB2 Guard House*, place ID 105282:

Official Values

Criterion E Aesthetic characteristics

Constructed of sandstone and having a slate-clad roof, the Guard House contributes to the visual amenity and aesthetic appeal of the Victoria Barracks precinct. The widespread use of these materials in the precinct helps to create a strong sense of unity. (Criterion E.1)

Attributes

The building's early form and fabric including sandstone walls and slate clad roof.

The above Summary Statement of Significance and Aesthetic Characteristics assessment do not identify any views to or from the Guard House that have significance.

The Australian Heritage Database contains the following Statement of Significance for the *Victoria Barracks Precinct*, Place ID 105277:

Summary Statement of Significance

The Victoria Barracks precinct is the finest complex of colonial barracks (pre 1850) in Australia and is still in military use. It contains one of the most important groups of Edwardian military buildings in Australia. It is a good and intact example of nineteenth century military barracks planning, evidencing contemporary attitudes to planning, defence, the role of the military and the daily life and operation of the British military. It contains a substantial number of buildings, groups of buildings and other features and vegetation of high individual significance. It is the principal physical evidence in New South Wales (NSW) of many of the phases of the State's military history throughout the nineteenth and early twentieth centuries (Criteria D.2 and A.4). The precinct contains one of the best groups of colonial sandstone buildings in NSW and is a very fine example of colonial buildings in the Greek Revival style (Criterion F.1). The Barracks Precinct provides a strong townscape link between the high density development of nineteenth century Paddington and the open space of Moore Park. With Victoria Barracks, Melbourne, it is one of the most architecturally imposing nineteenth century military establishments in Australia. It is a precinct in Sydney containing a rare consistency of periods, materials and styles, a section of which has an evocative Edwardian character (Criterion E.1). The precinct is a potentially valuable site for future archaeological investigation of past methods of construction and ways of life. The locations of the original buildings both extant and removed are of particular interest (Criterion C.2). It survives as the only substantial military barracks complex built in Australia in the early Victorian period. With Anglesea Barracks, Hobart and Lancer Barracks, Parramatta, it is one of the few surviving sites evidencing the British military presence in Australia in the colonial period. The Barracks has the only surviving perimeter wall in NSW which was constructed as a defensive system around the barrack complex (Criterion B.2).

The Australian Heritage Database contains the following information on the Aesthetic Characteristics of the *Victoria Barracks Precinct*, Place ID 105277:

Official Values

Criterion E Aesthetic characteristics

The Barracks Precinct provides a strong townscape link between the high density development of nineteenth century Paddington and the open space of Moore Park. With Victoria Barracks, Melbourne, it is one of the most architecturally imposing nineteenth century military establishments in Australia. It is a precinct in Sydney containing a rare consistency of periods, materials and styles, a section of which has an evocative Edwardian character.

Attributes

The containment of the barracks within its perimeter wall, and the architectural consistency of the buildings within.

The description of the *Victoria Barracks Precinct*, Place ID 105277, includes the following relevant significant structures, which are noted as being described in detail in the report *Conservation Analysis and Development Guidelines*, prepared by Clive Lucas and Partners in 1983: Perimeter Wall and Features. Buildings 94 (Australian Field Artillery Building), 95 (Brigade Office), and 96 (Australian Field Artillery Building) are understood to be included under the description 'Headquarters Field Force Command'.

The assessment under Criterion E notes that the visual link between the Barracks and Paddington has significance.

3.0

PROPOSED WORKS

3.1 THE PROPOSAL

This Statement of Heritage Impact accompanies a detailed SSDA for the proposed mixed use development with affordable housing at 142-160 Oxford Street, 13 Gipps Street and 6 Shadforth Street, Paddington.

The SSDA seeks development consent for:

- Demolition of 7 buildings within the Paddington HCA.
- Site works comprising excavation and ground works including bulk excavation and in ground services works.
- A four (4) storey basement, with vehicular access from Shadforth Street, comprising:
 - Car parking spaces;
 - Motorcycle spaces;
 - Bicycle spaces;
 - Garbage storage;
 - Loading space;
 - Plant rooms; and
 - Apartment storage.
- Ground floor shops;
- A total of approximately 40 dwellings, comprised of:
 - Affordable housing dwellings to be managed by a community housing provider for a period of at least 15 years.
 - Market build-to-sell dwellings
- Landscaping works and extension and augmentation of services and infrastructure as required, including landscaping works on 13 Gipps Street.
- Provision of pedestrian access to the development will be provided from Bethel Lane.

This report has been prepared in response to the requirements contained within the Secretary's Environmental Assessment Requirements (SEARs) for In-fill Affordable Housing dated 28 November 2025 for the SSD DA (SSD-97528708). Specifically, this report has been prepared to respond to the SEARs requirement 22: *Environmental Heritage*.

The plans, by Smart Design Studio, are dated 18/12/25, Issue P4.

The southern elevation of the proposed building, fronting Oxford Street, features a five storey street wall with three upper stories. Mature trees in the adjacent footpath rise to approximately 5 stories in height. The facade is broken up into two sections, each one curved to provide a soft visual connection with the streetscape. The facade also features a mix of recessed windows and voids, to further break up the elevation.

The northern, rear elevation will be set back from the rear boundary of the houses along Gipps Street by around 9 metres, allowing for a soft landscaped area adopting a Country-centred approach. The northern area will also feature a driveway from Shadforth Street to the basement levels.

The northern elevation will be visually broken up into four distinct sections by vertical columns. The elevation will feature curved balconies for each of the northern apartments, thereby limiting internal space available for overlooking the northern neighbours. The roof terrace will be set back from the northern and southern elevations.

The eastern and western elevations have angled vertical blades or 'grills', thereby providing privacy while drawing in the northern sunlight.

The elevations will have a sandstone cladding with ribbed concrete spandrels and balconies.

The proposal provides an aesthetically balanced and visually broken-up presentation to Oxford Street. The sandstone walls will soften the building, while the curved design and ribbed spandrels and balconies will provide high-quality design features.

The subject building represents design excellence and will contribute to the architectural qualities of the Oxford Street streetscape and the Paddington urban landscape.



Figure 3.2
 Render of the proposed development at the corner of Oxford and
 Shadforth Streets
 Source: Smart Design Studio



Figure 3.3
 Eastern elevation drawing
 Source: Smart Design Studio

4.0

HERITAGE IMPACT ASSESSMENT

4.1 INTRODUCTION

4.1.1 Settings and Views

The proposal will not physically impact any listed heritage item or any contributory item in the Paddington HCA. The potential impacts are, therefore, only on the visual *settings* and views associated with the HCA and of the nearby heritage items and adjacent HCA.

A detailed visual assessment showing the proposed development in relation to the HCAs and relevant heritage items is provided below.

4.1.2 Heritage Views

Not every view has the same, if any, heritage significance. Dr Richard Lamb, a well-known Sydney academic and consultant specialising in visual analysis, has described a hierarchy of view significance.

...At the highest level, we consider that a genuine heritage view is one designed to be experienced, where the intention is documented and where the reason for the view being recognised as significant is supported by the recognition of the values against the relevant heritage criteria...

At [the lowest level] on the hierarchy of views that might be claimed to be heritage views, are views from or in the vicinity of items, the curtilages or settings of items, from which new or non-significant items are visible. Simply being able to see a heritage item, place or setting does not make the view a heritage view. By the same token, being able to see a new, different or novel item of no current significance, in the context of a heritage item, does not create an impact on heritage values, unless it can be demonstrated that the acknowledged authentic heritage values of the item would be impaired to the detriment of interpretation of the heritage values of the item.¹

¹ Quoted in Appendix 2: Rating of Historic Views, Visual Impact Assessment, Sydney Metro, Sydney Olympic Park, Urbis, July 2022

High-rise in the vicinity of heritage buildings



Figure 4.1

View north in the Macquarie Street Special Character Area in Sydney, with heritage items including the Hyde Park Barracks, the Old Mint, Sydney Hospital, Parliament House and the Mitchell Library on the east side of the street and contemporary high-rise buildings on the west.

Source: Google Streetview



Figure 4.2

Centenary Square, Parramatta, showing St John's Anglican Cathedral (right) and contemporary high-rise building.

Source: Google Streetview

This distinction, which Lamb refers to as Level 1 and Level 5 views, is applied in the visual assessments below. All views including the permissible or proposed envelopes are level 5 views. The following definitions apply herein:

- **Views to:** Views of an item, which acquire significance according to their being intended to be seen or the contributory features they show.
- **Views from:** Views from an item intended by siting or design to be available, for example views of water bodies, vistas.
- **Settings:** Views that include the item and the proposed building in the vicinity.

TABLE 4.1 : IMPACT ON SIGNIFICANCE

Degree of proposed change	View/setting's contribution to significance		
	Little	Moderate	High
Little	Negligible	Negligible	Minor
Moderate	Negligible	Minor	Moderate
High	Minor	Moderate	Major

TABLE 4.2 : MATERIAL IMPACT

Impact	Level	Category
Adverse	Major	Material impact
	Moderate	[Acceptable impact]
	Minor	
Little to none	Negligible	No impact

4.1.3 Tall buildings in heritage settings

As urbanisation continues apace, housing pressure rises, construction technology evolves and ever taller buildings spring up across the world, attitudes to their relationship to heritage contexts are also evolving. While some cities remain justifiably sensitive to such insertions into their traditional cityscapes - for example Kyoto, Paris and Jerusalem - 'most cities have now embraced pro-growth agenda and although the importance of built heritage elements varies from city to city, most cities are relaxing the regulations in favour of new tall buildings'.² In Sydney and its subcities such as Liverpool and Parramatta, and in many cities around the world, the juxtaposition of low-scale old with tall new is not only increasingly common but increasingly regarded as acceptable, indeed unremarkable.

In such cases, and in relation to the current proposal in particular, the main relevant change to setting lies in the increased permissible Height of Building (HOB), and thus additional occupation of the sky. Again, the question of intentionality arises. Was the present relationship of the heritage item to the sky intentional, and thus significant? To what degree?

St Pauls Cathedral in London, for example, was intended to stand out against the London skyline, and any nearby building occupying too much sky at too close a distance would be considered to have an adverse impact on the Cathedral's heritage significance. Such considerations underlie the imposition of 'buffer zones' such as apply to Parramatta's Old Government House. On the other hand, such a relationship to setting and sky rarely applies to ordinary suburban houses.

4.1.4 Assessment method

As indicated above, the contribution that aspects of a site and HCA, including views and setting, make to its significance can be graded. Views and settings can make high, moderate, little or no contribution to significance, and the impact of changes to them will vary accordingly. At the same time, the changes themselves can be of a high, moderate or low degree, further affecting the overall impact on the significance of the item. A minor change to a view of little importance will have very little impact, while a major change to a view that contributes strongly to an item's significance will have a high impact, with many permutations in between.

Table 4.1 shows the degrees of impact resulting from these various permutations.

In order to assist in clarifying which proposals affecting State-listed items can be or should not be delegated to local Councils, in 2020 Heritage NSW, the delegate of the Heritage Council of NSW, issued a *Material Threshold Policy* outlining when sites should be considered to be 'materially affected'.³ As a means of distinguishing between acceptable and concerning levels of impact, this is seen as a useful tool, and is applied herein.

Table 4.2 is a modified version of the Heritage NSW table, showing the acceptability or otherwise of impact levels resulting from the analysis under Table 4.1. Thus while some changes to views or settings may be considered to be 'adverse', there are degrees of adverse impacts: not all such impacts will undermine an item's significance. Once the 'material threshold', is crossed, in this report the impact is considered unacceptable.

² Ali and Al-Kodmany

³ Heritage NSW, *Material Threshold Policy*, 2020

4.2 ASSESSMENT OF VISUAL IMPACTS

This section assesses the visual impacts of the proposed development, as shown in the Visual Impact Analysis by Colliers.

4.2.1 PADDINGTON HCA

The impact on this HCA is assessed based on imagery that the streetscapes within the area, including figures 4.3 - 4.8.

No significant views to the north side of Oxford Street will be obstructed or adversely altered.

The subject site is neighboured by post-WWII structures on either side along Oxford Street. The development will not visually overwhelm any significant neighbouring structures.

The nearest significant and contributory building along Oxford Street is 3/168 Oxford Street, which is approximately 21.5 metres to the east, including Shadforth Street. The visual impact of the development to this structure will be limited.

The urban character of Paddington to the north of Oxford Street is one of a network of narrow streets with development to or near the front boundary line. This allows for only a narrow skyline in most places, with broader views available at intersections. As such, the proposed development will have limited visibility from north of Oxford Street.

Views from the HCA are generally to the south, away from the HCA. The proposed development will not be visible in these views and the degree of change can be assumed to be Little, resulting in a Negligible impact.

The Statement of Significance for the HCA makes no reference to its setting. Given that conservation areas have significance as a group of buildings, the setting is considered to make a Moderate contribution to significance. Combined with a Moderate degree of change, the impact will be Minor.

	Contribution to significance	Degree of change	Impact
Views to	High	Moderate	Moderate
Views from	Little	Little	Negligible
Setting	Moderate	Moderate	Minor



Figure 4.3
Photograph looking east along Oxford Street. The location of the subject site is indicated by a red arrow
Source: Colliers



Figure 4.4
The photograph above with the proposed development shown. The proposed building will be largely obscured by existing mature trees
Source: Colliers



Figure 4.5
 Photograph looking north-west across Oxford Street. The subject site is indicated by a red arrow
 Source: Colliers



Figure 4.7
 Photograph looking south-west from Shadforth Street, near the intersection with Gipps Street
 Source: Colliers



Figure 4.6
 The photograph above with the proposed development shown. The development is partly shielded by mature trees
 Source: Colliers



Figure 4.8
 The photograph above with the proposed development shown
 Source: Colliers

4.2.2 ROSE AND CROWN HOTEL

Rose and Crown Hotel, including interiors **9 Glenmore Road, Paddington**

Item 256 in the *Woollahra LEP 2014*

No significant views to the Rose and Crown Hotel will be obstructed or adversely altered.

Views from the item, shown in figures 4.9 and 4.10 are not listed and are considered to have Little significance.

The proposed development will be visible from this hotel, particularly from the first floor balcony, but will appear as a background element. The degree of change resulting from the proposed development may be considered Moderate.

The Statement of Significance for the item makes no reference to its setting, which is thus considered to make Little contribution to significance. Combined with at best a Moderate proposed degree of change, the impact will be Negligible.

	Contribution to significance	Degree of change	Impact
Views to	High	Little	Minor
Views from	Little	Moderate	Negligible
Setting	Moderate	Moderate	Negligible



Figure 4.9

Photograph looking south-east from the intersection of Glenmore Road, Gipps Street and Hopewell Lane, in front of the Rose and Crown Hotel. The location of the subject site is indicated with a red arrow

Source: Colliers



Figure 4.10

The photograph above with the proposed development shown

Source: Colliers

4.2.3 Summary of Visual Impacts

Table 4.2, below, summarises the assessed visual impacts of the proposed changes to controls on views and settings. Note that no ‘views from’ items have been found to be potentially impacted.

As can be seen, none of the visual impacts on the heritage item and HCA on and in the vicinity of the subject site, including the Paddington HCA, potentially created by the proposed development will have a ‘major’ adverse impact or reach the ‘material threshold’.

Thus all assessed potential impacts are considered acceptable.

TABLE 4.2 : IMPACT ON VIEWS AND SETTINGS

KEY							
		Negligible		Minor		Moderate	Major
Heritage item or HCA	‘Views to’			Setting			
	Contribution to significance	Degree of change	Impact	Contribution to significance	Degree of change	Impact	
Paddington HCA	High	Moderate	Moderate	Moderate	Moderate	Minor	
9 Glenmore Road	High	Little	Minor	Moderate	Moderate	Minor	

4.3 MATTERS FOR CONSIDERATION

The NSW Department of Planning and Environment has published the following matters for considerations to be used in assessing impacts of a development proposal.⁴

4.3.1 FABRIC AND SPATIAL ARRANGEMENTS

The proposed works will not generate any impacts upon this specific heritage value.

4.3.2 SETTING, VIEWS AND VISTAS

The Assessment of Visual Impacts provided in Section 4.2 concluded that the proposed development will have an acceptable impact on views to and from the heritage item in the vicinity and the Paddington HCA, and the setting of those items.

The heritage assessment of the listed Victoria Barracks Precinct that views to the Paddington township have heritage significance. The proposal will have an acceptable impact on views and the setting of the Victoria Barracks.

4.3.3 LANDSCAPE

The proposed development will have a minimum of approximately 9 metres setback from properties to the north. This buffer zone will be developed with a driveway and a landscaped area. The landscaped area has been designed in consultation with Aboriginal representatives, and is understood to be consistent with aboriginal cultural values. The landscape will feature some trees that will soften the presentation of the proposed building and create privacy to the north. The proposed landscape has been carefully designed to have an acceptable heritage impact.

4.3.4 USE

The proposed works will not generate any impacts upon this specific heritage value.

⁴ Heritage NSW, *Guidelines for Preparing a Statement of Heritage Impact*, Department of Planning and Environment, 2023

4.3.5 DEMOLITION

As detailed in Section 2.1.2 of this report, all seven of the subject structures proposed for demolition are intrusive items in the Paddington HCA. The proposed demolition works will have no negative impact on the HCA.

4.3.6 CURTILAGE

The proposed works will not generate any impacts upon this specific heritage value.

4.3.7 MOVEABLE HERITAGE

The proposed works will not generate any impacts upon this specific heritage value.

4.3.8 ABORIGINAL CULTURAL HERITAGE

An assessment of Aboriginal Cultural Heritage has not been made as part of this report.

It is understood that the landscaping in the northern yard has been prepared in consultation with Aboriginal representatives.

4.3.9 HISTORICAL ARCHAEOLOGY

An archaeological assessment has not been made as part of this report.

4.3.10 NATURAL HERITAGE

An assessment of natural heritage has not been made as part of this report.

4.3.11 CONSERVATION AREAS

The proposed development is located in a section of the Paddington HCA that has low heritage sensitivity along Oxford Street. The proposal will replace five intrusive buildings along Oxford Street with a high-quality, architecturally designed building that will have a positive impact on the architectural character of this well known street.

The proposed development will have a moderate and acceptable impact on the setting of the HCA as the web of streets north of Oxford Street and dense development will obscure views of the development from most locations.

The various small scale historic buildings along Shadforth Street, Gipps Street and Glenmore Road within the Paddington HCA will retain their heritage status as they are not within the project.

4.3.12 CUMULATIVE IMPACTS

The proposal will replace seven intrusive elements in the HCA with a high-quality, architecturally designed mixed use building that will contribute positively to the architectural character of Oxford Street. The proposed building has a well balanced massing on its front facade. The bulk of each elevation has been broken up to reduce visual dominance. The materials will have a soft visual character while having high-quality design qualities.

The proposal is located in a part of Oxford Street that has low heritage sensitivity. All buildings between 122 - 168 Oxford Street were constructed after WWII, and are non-significant elements in the HCA.

The proposal will have a minor impact on views to and from, and the setting of the HCA along Oxford Street. The proposed building will have minor visibility from the HCA north of Oxford Street, and will have an acceptable heritage impact.

Views to the proposed building from Victoria Barracks will be largely blocked by the precinct wall and mature trees in the Oxford Street Reserve. The five storey Block F of the University of NSW Art & Design School at Oxford Street and Greens Road, is already clearly visible from inside the Barracks. As such, the Barracks already has a visual connection with the surrounding area, and the proposed development will have an acceptable impact on views to and from the Barracks and its setting. The proposal will overshadow part of the Barracks in the mornings of the winter months. The perimeter wall is already overshadowed by the adjacent trees in the Oxford Street Reserve. The proposal will overshadow the rear parts of Buildings 95 and 96 for a few hours. The rear of the buildings have little visibility from within the Barracks and from the public domain, and the minor overshadowing will have an acceptable heritage impact.

4.4 ADDITIONAL CONSIDERATIONS

The NSW Department of Planning and Environment has published the following considerations for specific types of work.⁵

Demolition of a Building or Structure

- *If demolition is proposed, why is it necessary?*
- *Have options for retention and adaptive re-use been explored? If yes, set out why these options have been discarded?*
- *Has technical advice for demolition been obtained?*
- *Identify and include advice about how significant elements, if removed by the proposal, will be salvaged and reused.*

Comment

As detailed in Section 2.1.2 of this report, all seven of the subject structures proposed for demolition are intrusive items in the Paddington HCA. The proposed demolition works will have no negative impact on the HCA.

Works adjacent to a heritage item or within the heritage conservation area (listed on an LEP)

- *Will the proposed works affect the heritage significance of the adjacent heritage item or the heritage conservation area?*
- *Will the proposed works affect views to, and from, the heritage item? If yes, how will the impact be mitigated?*
- *Will the proposed works impact on the integrity or the streetscape of the heritage conservation area?*

Comment

As stated in Sections 4.2 and 4.3 of this report:

- The subject site is located in a streetscape of low heritage sensitivity along Oxford Street.
- The proposed building has a high-quality architectural design that will contribute positively to the architectural character of Oxford Street.
- The proposal will appear as a background element to the heritage listed Rose and Crown Hotel and contributory buildings along Glenmore Road and Gipps Street.
- The proposal will have an acceptable impact on views to and from the heritage item and HCA.
- The existing streetscape includes a number of intrusive elements, which will be replaced with an architecturally designed building with high quality materials.

4.5 HERITAGE OBJECTIVES OF THE WOOLLAHRA LEP 2014

The proposed development is considered to be acceptable, from a heritage perspective, for the following reasons:

- The seven buildings proposed for demolition are intrusive elements within the Paddington HCA.
- The subject part of Oxford Street was built after the close of WWII and has low heritage sensitivity.
- The proposal is for a high-quality architecturally designed structure with superior materials that will contribute positively to the architectural character of Oxford Street.
- The proposal will have an acceptable impact on views and to the HCA, and upon its setting. Due to the built in character of Paddington, the development will have limited visibility from the suburb to the north of Oxford Street.
- The proposed building will appear as a background element in views of contributory buildings along Gipps Street and Glenmore Road.
- The trees in the Oxford Street footpath rise to around five stories in height and will largely obscure views of the proposed building from that street.

The proposal is, therefore, considered to be consistent with the relevant heritage objectives of the *Woollahra LEP 2014*, which are:

5.10 Heritage conservation

(1) Objectives

The objectives of this clause are as follows:

- (a) to conserve the environmental heritage of Woollahra,*
- (b) to conserve the heritage significance of heritage items and heritage conservation areas, including associated fabric, settings and views...*

⁵ Heritage NSW, *Guidelines for Preparing a Statement of Heritage Impact*, Department of Planning and Environment, 2023

4.6 HERITAGE GUIDELINES OF THE WOOLLAHRA DCP 2015

The proposed development is generally consistent with the guidelines of the *Woollahra DCP 2015* that relate to the development in conservation areas and adjacent of heritage items:

- Chapter C1 - Paddington HCA

The analysis in Section 4 of this report demonstrates that the proposal is consistent with these objectives.

4.7 ENVIRONMENT PROTECTION AND BIODIVERSITY CONSERVATION ACT 1999 (EPBC ACT)

The following structures in the vicinity have been included on the Commonwealth Heritage List:

- Building VB2 Guard House,
- Victoria Barracks Perimeter Wall and Gates, and
- The Victoria Barracks Precinct

As such, it is protected under the *Environment Protection & Biodiversity Conservation (EPBC) Act 1999*. The *EPBC Act* provides a legal framework to protect and manage nationally and internationally important flora, fauna, ecological communities and heritage places — defined in the *Act* as matters of national environmental significance.

The seven matters of national environmental significance to which the *EPBC Act* applies are:

- world heritage sites
- national heritage places
- wetlands of international importance (often called 'Ramsar' wetlands after the international treaty under which such wetlands are listed)
- nationally threatened species and ecological communities
- migratory species
- Commonwealth marine areas
- nuclear actions.

In addition, the *Act* confers jurisdiction over actions that have a significant environmental impact on Commonwealth land, or that are carried out by a Commonwealth agency (even if that significant impact is not on one of the seven matters of 'national environmental significance').

Approval must be sought for any proposed actions that will, or are likely to, have a significant impact on the Commonwealth heritage values of this item. The impact of these actions must be taken into account in the development assessment process.

4.7.1 EPBC ACT 1999: IMPACT ASSESSMENT

None of the heritage assessments of the subject listed Barrack's structures in the vicinity identify the clear, undeveloped views from within the Barracks as significant. Block F of the University of NSW Art & Design School is already visible from within the Barracks and the proposal will not disrupt an existing sense of isolation. The heritage assessment for the Victoria Barracks Precinct concludes that the visual engagement between the Barracks and the Paddington township has significance. The proposal will have an acceptable impact on views from and the setting of the subject listed aspects of the Victoria Barracks.

No views to the subject listed parts of the Victoria Barracks will be negatively impacted by the proposed development.

The proposal will overshadow the perimeter wall and Buildings 95 and 96 for a few hours in the winter months. The perimeter wall is already overshadowed by the neighbouring trees in the Oxford Street Reserve and the proposal will have minimal negative impact. Only the back part of buildings 95 and 96 will be affected, which have little visibility from the Barracks and public domain. Buildings 95 and 96 may not be included in any Commonwealth heritage listing of the Barracks and its elements. The overshadowing will have a minor and acceptable impact on the listed aspects of the Barracks.

Conclusion:

The proposal will not have a significant impact on the Commonwealth heritage values of Building VB2 Guard House, Victoria Barracks Perimeter Wall and Gates, and the Victoria Barracks Precinct. Approval is not required under the *EPBC Act 1999* to proceed with the development.

5.0

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 SUMMARY OF PROPOSAL

- 142-160 Oxford Street, 6 Shadforth Street and 13 Gipps Street are **not** listed as items of heritage significance in any statutory instrument.
- The subject properties are located within the Paddington Conservation Area and are in the vicinity of the listed heritage item at 9 Glenmore Road.
- Building VB2 Guard House, Victoria Barracks Perimeter Wall and Gates, and the Victoria Barracks Precinct are in the vicinity of the subject site and are included in the Commonwealth Heritage List.
- Other listed heritage items in the wider locality are separated from the subject site by intervening development and distance and have no direct visual connection to the site.
- It is proposed to redevelop 142-160 Oxford Street and 6 Shadforth Street with a mixed use development of eight stories with four basement levels.

5.2 SUMMARY OF IMPACT ASSESSMENT

- The structures on the subject site are intrusive elements in the Paddington HCA. No significant fabric will be affected by the proposed demolition works.
- This part of Oxford Street has little heritage sensitivity. The buildings between 122 - 168 Oxford Street were built after the close of WWII and make little contribution to the HCA.
- The proposal is for a high-quality architecturally designed structure with superior materiality, which will contribute positively to the Oxford Street streetscape.

- The tall, mature trees along the Oxford Street footpath will obscure views of the lower 5 stories of the proposed building.
- The web of streets and tight development character of Paddington, north of Oxford Street, will allow for limited views of the proposed building.
- The proposed development will have an acceptable impact on views to and from, and the setting of the Paddington HCA.
- The proposal will have an acceptable impact on views to and from, and the setting of the heritage listed aspects of the Victoria Barracks.
- The proposal will cause some minor overshadowing of the perimeter fence and Buildings 95 and 96 over the winter months, which will have an acceptable heritage impact.
- The proposed development is consistent with the heritage requirements and guidelines of the *Woollahra LEP 2014* and the *Woollahra DCP 2015*.

5.3 CONCLUSION

- The Department of Planning, Housing and Infrastructure should have no hesitation, from a heritage perspective, in approving the application.

6.0

BIBLIOGRAPHY

ARCHIVAL SOURCES

Woollahra Municipal Council Archives

Sydney Water Archives

PUBLICATIONS

Annable, Rosemary, *The Victoria Barracks, Sydney An historical summary Part 1 History*, 1982

Apperly R, Irving R, Reynolds P, *A Pictorial Guide to Identifying Australian Architecture Styles and Terms from 1788 to the Present*, NSW, Angus & Robertson, 2002

Clive Lucas & Partners, *Conservation Analysis Conservation and Development Guidelines Volume 1*, 1983

Sharpe A, *Pictorial History City of Sydney*, Sydney, Kingsclear Books, 2000

GUIDELINES

Heritage Council of NSW, *NSW Historical Themes*, Parramatta, 2001

Heritage NSW, *Assessing Heritage Significance: Guidelines for assessing places and objects against the Heritage Council of NSW Criteria*, Department of Planning and Environment, Sydney, 2023

Heritage NSW, *Guidelines for preparing a statement of heritage impact*, Department of Planning and Environment, Sydney, 2023

Heritage NSW, *Investigating Heritage Significance: A guide to identifying and examining heritage items in NSW*, Department of Planning and Environment, Sydney, 2021

Heritage NSW, *Peer Review Policy*, Department of Planning and Environment, Sydney, 2022

Heritage NSW, *Subdivision and NSW State Heritage Register Items Policy and Procedure*, Department of Planning and Environment, Sydney, 2019

ICOMOS Australia, *The Burra Charter: The Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)*, Australia ICOMOS, 2013

ICOMOS Australia, *Practice Note: Burra Charter Article 22 - New Work*, 2013b

Mayne-Wilson W, *Heritage Curtilages*, NSW Heritage Office and the Department of Urban Affairs and Planning, NSW, 1996

NSW Heritage Office, *Interpreting Heritage Places and Items Guidelines*, NSW Heritage Office, 2005

LEGISLATION & STATUTORY POLICIES

Woollahra Municipal Council, *Woollahra Development Control Plan 2015*, Double Bay, Woollahra Municipal Council, 2015

Woollahra Municipal Council, *Woollahra Local Environmental Plan 2014*, Double Bay, Woollahra Municipal Council, 2014

Environment Planning and Assessment Act 1979 (NSW)

Heritage Act 1977 (NSW)

WEBSITES

City of Sydney Archives - Digital Information, Sands Directory Search 1858-1933, <https://archives.cityofsydney.nsw.gov.au/nodes/view/495003>

National Library of Australia - Trove, <http://trove.nla.gov.au>

Nearmap, <http://maps.au.nearmap.com>

NSW Government Legislation, www.legislation.nsw.gov.au

NSW LRS Parish and Historical Maps, <https://www.nswlrs.com.au/Parish-and-Historical-Maps>

NSW LRS Explorer, www.portal.spatial.nsw.gov.au

NSW Heritage Inventory, <https://www.environment.nsw.gov.au/topics/heritage/search-heritage-databases>

Spatial Collaboration Portal, Historical Imagery Viewer, <https://portal.spatial.nsw.gov.au/portal/apps/sites/#!/homepage/pages/map-viewers>

State Library of NSW - Manuscripts, Oral History & Pictures Catalogue, www.acmssearch.sl.nsw.gov.au