

HERITAGE PEER REVIEW

SSD-9912

Roseville College – New Sport and Wellbeing Centre



27-29 and 37 Bancroft Avenue, Roseville
26 AUGUST 2020

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CONTENTS

INTRODUCTION.....	5
1.1 Purpose of the Report	5
1.2 Site Identification	5
1.3 The Proposal.....	6
1.4 Documentation Reviewed	7
1.5 Authorship	7
1.6 Limitations.....	7
1.7 Copyright.....	7
2.0 SITE DESCRIPTION AND CONTEXT	8
3.0 APPLICABLE HERITAGE MANAGEMENT FRAMEWORK.....	11
3.1 Heritage Status.....	11
3.2 Ku-ring-gai LEP (Local Centres) 2012	12
3.3 Ku-ring-gai LEP 2015.....	13
3.4 Ku-ring-gai Local Centres DCP	13
3.5 Ku-ring-gai DCP	15
4.0 ESTABLISHED HERITAGE SIGNIFICANCE	19
4.1 Clanville Conservation Area	19
4.2 Significance of Items and Conservation area in the Vicinity of the Site.....	19
5.0 REVIEW OF THE SUBMISSIONS	21
6.0 REVIEW OF THE HERITAGE IMPACT STATEMENT	23
6.1 Requirements of the SEAR.....	23
6.2 Assessment of Heritage Significance.....	23
6.3 Evaluation of DCP Heritage Impact Guidelines.....	24
6.4 Discussion of NSW Heritage Manual Impact Guidelines	26
7.0 CONSIDERATION OF HERITAGE IMPACTS	28
8.0 RECOMMENDATIONS	30
9.0 BIBLIOGRAPHY	31

LIST OF FIGURES

Figure 1: Map showing the location of the subject site at 27-29 Bancroft Avenue, outlined in blue, and 37 Bancroft Avenue, outlined in red. Source: EIS State Significant Development New Sport and Wellbeing Centre Development Roseville – 27-29 and 37 Bancroft Avenue, Roseville, dfp, 2019, Figure 11	5
Figure 2: Aerial photograph marked to show the approximate boundaries of the development site (outlined in red) within the expanded Roseville College campus (outlined in blue). Source: Heritage Impact Statement Roseville Anglican College: 27-37 Bancroft Avenue, Roseville, Urbis, 2019, Figure 5.....	6
Figure 3 - 37 Bancroft Avenue, Roseville.	8
Figure 4 - View showing the relationship of 37 Bancroft Avenue(blue arrow) and the house immediately to its east, and the treed character of this portion of the Clanville Conservation Area.	9
Figure 5 - View of the houses immediately to the east of 37 Bancroft Avenue demonstrating a consistency in scale and level of retained and restored detail within the Clanville Conservation Area.	9
Figure 6 - View north east along Bancroft Avenue, within the Clanville Conservation Area.....	10
Figure 7: Detail from the KLEP (Local Centres) 2012 heritage map marked with an arrow to indicate the location of the proposed development within the existing Roseville College campus. Heritage items are shaded brown and the adjoining Lord Street / Bancroft Avenue Conservation Area (C36) is hatched red. Source: KLEP (Local Centres) LEP 2012, Heritage Map HER_20B.....	11
Figure 8: Detail from the KLEP 2015 heritage map marked with an arrow to indicate the location of 37 Bancroft Avenue, that is to be incorporated into the Roseville College campus as part of the application. Heritage items are shaded brown and the Clanville Conservation Area (C32) is hatched red. Source: KLEP 2015, Heritage Map HER_20B	12

HERITAGE PEER REVIEW

SSD-9912 ROSEVILLE COLLEGE NEW SPORT AND WELLBEING CENTRE, 27-29 AND 37 BANCROFT AVENUE, ROSEVILLE

INTRODUCTION

1.1 PURPOSE OF THE REPORT

This Heritage Peer Review report has been prepared for the NSW Department of Planning, Industry and Environment (DPIE) to inform its assessment of State Significant Development (SSD) application SSD-9912 for a new Sport and Wellbeing Centre at Roseville College.

The subject site is in the Local Government Area of Ku-ring-gai. Part of the development site is adjacent to two heritage conservation areas of local heritage significance and part of the site is located within a heritage conservation area of local heritage significance.

The purpose of this report is to review the analysis and conclusions of the Heritage Impact Statement submitted with the application, review the submissions received from Ku-ring-gai Council and the public during the exhibition period, and to identify heritage matters for consideration by the DPIE when assessing the application.

1.2 SITE IDENTIFICATION

The subject site is located east of the rail line in Roseville. It is identified by NSW Land Registry Services (LRS) as 27-29 Bancroft Avenue, Lot 2003, Deposited Plan (DP) 1084428 and 37 Bancroft Avenue, Lot 18 Section C DP 5035.

The development site, as shown in Figure 2, comprises part of Lot 2003, DP 1084428 which is the existing Roseville College campus and Lot 18 Section C DP 5035 a residential property that has been purchased by the school.

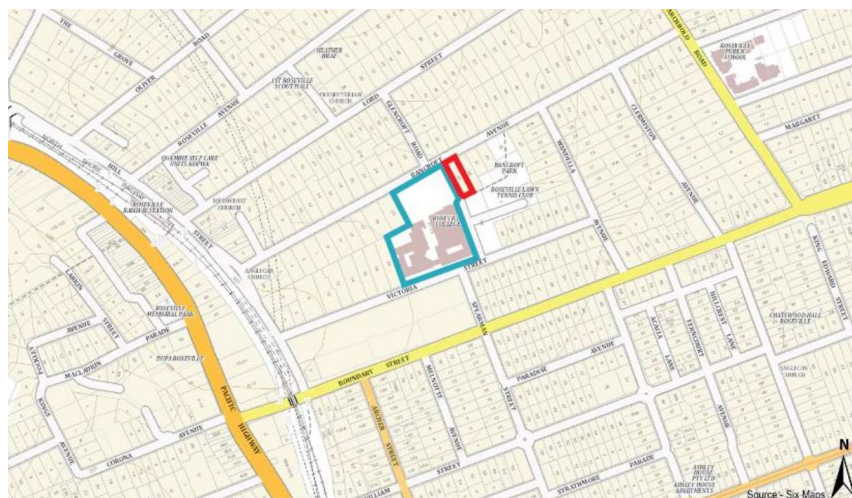


Figure 1: Map showing the location of the subject site at 27-29 Bancroft Avenue, outlined in blue, and 37 Bancroft Avenue, outlined in red. Source: EIS State Significant Development New Sport and Wellbeing Centre Development Roseville – 27-29 and 37 Bancroft Avenue, Roseville, dfp, 2019, Figure 11



Figure 2: Aerial photograph marked to show the approximate boundaries of the development site (outlined in red) within the expanded Roseville College campus (outlined in blue). Source: Heritage Impact Statement Roseville Anglican College: 27-37 Bancroft Avenue, Roseville, Urbis, 2019, Figure 5

1.3 THE PROPOSAL

The development proposal is described in the Environmental Impact Statement (EIS)¹ as including:

- demolition of the existing Roseville College sports courts and removal of the surrounding paths, retaining walls, lawns and gardens
- demolition of the house and all structures on the property at 37 Bancroft Avenue
- removal of twenty six (26) trees
- bulk excavation to remove soil up to a depth of approximately 8.2m and shoring with piles to retain the surrounding land
- Construction of a part two (2) and part (3) storey new sport and wellbeing centre building.

¹ Environmental Impact Statement State Significant Development New Sport and Wellbeing Centre Development Roseville – 27-29 and 37 Bancroft Avenue, Roseville (EIS) , dfp, 2019

1.4 DOCUMENTATION REVIEWED

This report has been prepared following review of the following documentation sourced from the DPIE website Major Projects page²:

Heritage Impact Statement Roseville Anglican College: 27-37 Bancroft Avenue, Roseville, Urbis, 2019 (EIS Appendix 15)

Planning Secretary's Environmental Assessment Requirements (SEARs) SSD-9912 Roseville College - New Student Wellness (SWELL) Centre, 21/03/2019

Environmental Impact Statement State Significant Development New Sport and Wellbeing Centre Development Roseville – 27-29 and 37 Bancroft Avenue, Roseville (EIS), dfp, 2019

Architectural Plans, Brewster Hjorth architects (EIS Appendix 6)

Photo Montages, Brewster Hjorth architects (EIS Appendix 6)

Roseville College SWELL Centre SSDA - Architectural Report, Brewster Hjorth architects, November 2019 (EIS Appendix 7)

Roseville College - SWELL Centre SSDA Landscape Package, sym. studio Landscape Planning, October 2019 (EIS Appendix 8)

Ku-ring-gai Council submission on SSD-9912, dated 10 December 2019

67 Public submissions SSD-9912, various dates

Heritage Inventory Sheets for the Clanville Conservation Area (C32) and the Lord Street/Bancroft Avenue Conservation Area (C36) were sourced from the Ku-ring-gai Council website³ and reviewed.

1.5 AUTHORSHIP

This report was prepared by Samantha Polkinghorne, Director of **NBRSARCHITECTURE**.

1.6 LIMITATIONS

This report is limited to analysis of the impacts of the European cultural heritage values of the site and does not include Aboriginal and Archaeological assessment.

No primary research was undertaken in the preparation of this report and analysis is based on the documentation reviewed. Inspection of the site was from the public domain.

1.7 COPYRIGHT

Copyright of this report remains with the author, **NBRSARCHITECTURE**. Unless otherwise noted, all images are by the author.

² <https://www.planningportal.nsw.gov.au/major-projects/project/9441>

³

http://www.kmc.nsw.gov.au/Plans_regulation/Building_and_development/Heritage/Heritage_Conservation_Areas#Heritage_significance_information

2.0 SITE DESCRIPTION AND CONTEXT

The site of the proposed development, the north east corner of 27-29 Bancroft Avenue (Roseville College) and 37 Bancroft Avenue, is around 400m east of Roseville Station and the commercial precinct in Hill Street.

Bancroft Avenue extends from Hill Street in the west to Archbold Road in the east. Development in the street is generally characterised by single storey, detached dwellings, with notable exceptions being Roseville College and St Andrew's Anglican Church.

The existing Roseville College site extends from Bancroft Avenue in the north through to Victoria Street in the south and is zoned SP2 Educational Establishment. It is bounded to the east by the residential property at 37 Bancroft Avenue and Recreation Avenue. The properties adjoining to the west are residential, as are those on the opposite (northern) side of Bancroft Avenue.

The school buildings are concentrated at the southern end of the campus and these are primarily two storeys in height. The development at the northern end of the campus includes three former dwellings that have been adaptively reused by the school and two storey school buildings. The school sports courts are located in the north east corner of the site, adjacent to these houses.

37 Bancroft Avenue is a residential property that has been purchased by the school and is proposed to be incorporated into the boundaries of the college as part of the development application. It contains a circa 1911⁴ house set in an established garden with a pool and tennis court at the rear.



Figure 3 - 37 Bancroft Avenue, Roseville.

⁴ Heritage Impact Statement Roseville Anglican College: 27-37 Bancroft Avenue, Roseville, Urbis, 2019, page 16



Figure 4 - View showing the relationship of 37 Bancroft Avenue (blue arrow) and the house immediately to its east, and the treed character of this portion of the Clanville Conservation Area.



Figure 5 - View of the houses immediately to the east of 37 Bancroft Avenue demonstrating a consistency in scale and level of retained and restored detail within the Clanville Conservation Area.



Figure 6 - View north east along Bancroft Avenue, within the Clanville Conservation Area.

3.0 APPLICABLE HERITAGE MANAGEMENT FRAMEWORK

3.1 HERITAGE STATUS

The development site, part of 27-29 Bancroft Avenue and all of 37 Bancroft Avenue, Roseville, is located in the Local Government Area of Ku-ring-gai Council. 27-29 Bancroft Avenue, the existing Roseville College school campus, comes under the *Ku-ring-gai Local Environmental Plan (Local Centres) 2012*. There are no listed items on this property, and it is not located within a conservation area. It adjoins the Lord Street / Bancroft Avenue Conservation Area (C36), listed under the same LEP, to the west and north. There are individually listed items within this conservation area on the opposite side of the street. These are:

- Item I97 at 24 Bancroft Avenue, described as a *Dwelling house*
- Item I98 at 26 Bancroft Avenue, described as “*Westover*”, *dwelling house*
- Item I99 at 28 Bancroft Avenue, described as a *Dwelling house*.

37 Bancroft Avenue, a residential property that is to be incorporated into the boundaries of the College as part of the proposed development, comes under the *Ku-ring-gai Local Environmental Plan (LEP) 2015* and is located within the Clanville Conservation Area (C32), listed under this LEP. 37 Bancroft Avenue is identified as Contributory to the conservation area.



Figure 7: Detail from the KLEP (Local Centres) 2012 heritage map marked with an arrow to indicate the location of the proposed development within the existing Roseville College campus. Heritage items are shaded brown and the adjoining Lord Street / Bancroft Avenue Conservation Area (C36) is hatched red. Source: KLEP (Local Centres) LEP 2012, Heritage Map HER_20B



Figure 8: Detail from the KLEP 2015 heritage map marked with an arrow to indicate the location of 37 Bancroft Avenue, that is to be incorporated into the Roseville College campus as part of the application. Heritage items are shaded brown and the Clanville Conservation Area (C32) is hatched red. Source: KLEP 2015, Heritage Map HER_20B

3.2 KU-RING-GAI LEP (LOCAL CENTRES) 2012

The *Ku-ring-gai LEP (Local Centres) 2012*, contains the following provisions relating to assessment of impacts on the European significance of the site, excluding archaeological significance which is outside the scope of this report:

Clause 5.10 Heritage conservation

Note.

Heritage items (if any) are listed and described in Schedule 5. Heritage conservation areas (if any) are shown on the Heritage Map as well as being described in Schedule 5.

(1) Objectives

The objectives of this clause are as follows -

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

(4) Effect of proposed development on heritage significance

The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

3.3 KU-RING-GAI LEP 2015

The *Ku-ring-gai LEP 2015*, contains the following provisions relating to assessment of impacts on the European significance of the site, excluding archaeological significance:

Clause 5.10 Heritage conservation

Note.

Heritage items (if any) are listed and described in Schedule 5. Heritage conservation areas (if any) are shown on the Heritage Map as well as being described in Schedule 5.

(1) Objectives The objectives of this clause are as follows -

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

(2) Requirement for consent Development consent is required for any of the following -

(a) demolishing or moving any of the following or altering the exterior of any of the following (including, in the case of a building, making changes to its detail, fabric, finish or appearance) -

- (i) a heritage item,*
- (iii) a building, work, relic or tree within a heritage conservation area,*
- (b) altering a heritage item that is a building by making structural changes to its interior or by making changes to anything inside the item that is specified in Schedule 5 in relation to the item,*
- (e) erecting a building on land -*
 - (i) on which a heritage item is located or that is within a heritage conservation area,*
- (f) subdividing land -*
 - (i) on which a heritage item is located or that is within a heritage conservation area,*

(4) Effect of proposed development on heritage significance The consent authority must, before granting consent under this clause in respect of a heritage item or heritage conservation area, consider the effect of the proposed development on the heritage significance of the item or area concerned. This subclause applies regardless of whether a heritage management document is prepared under subclause (5) or a heritage conservation management plan is submitted under subclause (6).

3.4 KU-RING-GAI LOCAL CENTRES DCP

The *Ku-ring-gai Local Centres DCP* supports the *Ku-ring-gai LEP (Local Centres) 2012* by providing additional objectives and development standards. Part of the development site is located within the boundaries of 27-29 Bancroft Avenue and the following DCP guidelines for development in the vicinity of heritage items or heritage conservation areas, contained in Part 19 are considered relevant.

INTRODUCTION

Part 19 applies to any development associated with a Heritage Item or within a Heritage Conservation Area (HCA) identified on the KLEP (Local Centres) 2012 Heritage Map. The controls in this Part are additional to those in Section A and C, and relevant Parts of Section B in this DCP.

The heritage controls in this Part of the Ku-ring-gai DCP aim to:

- i) retain, conserve and enhance the Heritage Items, HCAs and their associated settings;*
- iv) ensure new development in the vicinity of Heritage Items and HCAs respects the heritage context and is sympathetic in terms of form, scale, character, bulk, orientation, setback, colours*

and textures and does not mimic or adversely affect the significance of Heritage Items or HCAs and their settings.

This Part applies to any development that is:

iii) in the vicinity of a Heritage Item or HCA identified in KLEP (Local Centres) 2012.

19F Development in the Vicinity of Heritage Items or Heritage Conservation Areas (HCAs)

Objectives

1 To consider the impact on the historic curtilage and setting of the Heritage Item or HCA and related heritage features such as views, streetscape context, historical subdivisions, garden settings, alienated trees and other landscape features.

2 To retain the significance of Heritage Items or HCAs in their settings.

3 To ensure that the scale of new development does not dominate, detract from or compete with Heritage Items or HCAs in the vicinity.

4 To ensure that new development respects and conserves the significance of any nearby Heritage Items or HCA and their settings.

5 To ensure that new development does not visually dominate the adjoining or nearby Heritage Item or HCA.

6 To ensure that the scale of new development in the vicinity of the HCA is in harmony with the streetscape and does not dominate, detract from or compete with the Heritage Item or HCA

7 To protect significant views and vistas to and from the Heritage Item or HCA..

Controls

General

1 All development in the vicinity of a Heritage Item or HCA is to include a Heritage Impact Statement (HIS). The HIS is to address the effect of the proposed development on a Heritage Item or HCA and demonstrate that the proposed works will not adversely impact upon significance, including any related heritage features within the identified curtilage and setting.

Built form

2 Development on sites that either directly adjoin or are in the vicinity of a Heritage Item or an HCA is to have regard to:

- i) the form of the existing building or buildings including height, roofline, setbacks and building alignment;
- ii) dominant architectural language such as horizontal lines and vertical segmentation;
- iii) proportions including door and window openings, bays, floor-to ceiling heights and coursing levels;
- iv) materials and colours;
- v) siting and orientation;
- vi) setting and context;
- vii) streetscape patterns.

Views

4 New development in the vicinity of a Heritage Item or HCA is to demonstrate that it will not reduce or impair important views to and from the Heritage Item from the public domain.

19F.2 BUILDING SETBACKS

Objectives

1 To ensure new work in the vicinity of a Heritage Item or HCA respects and contributes to the established streetscape patterns through careful siting of new buildings.

2 To ensure new development provides an interface of scale and bulk to preserve the amenity to the adjacent Heritage Item or building within a HCA.

Controls**Setbacks**

1 The front setback of development adjacent to a Heritage Item or buildings within an HCA is to be greater than that of the Heritage Item or building within the HCA. Where variations in setbacks exist, the larger setback will apply.

19F.3 GARDENS AND LANDSCAPING**Objectives**

1 To ensure that new development does not impact on the landscape character and garden setting of any nearby Heritage Item or HCA

Controls**Gardens, Setting and Curtilage**

1 Development in the vicinity of a Heritage Item or an HCA is to:

- i) retain original or significant landscape features associated with the Heritage Item or HCA, or which contribute to its setting. In particular, garden settings in the vicinity are not to be adversely affected in terms of overshadowing or physical impacts on significant trees;
- ii) retain the established landscape character of the Heritage Item or HCA including height of the tree canopy and density of boundary landscape plantings or otherwise reinstated them in the new development;
- iii) include appropriate screen planting on side and rear boundaries.

19F.4 FENCING**Objectives**

To encourage front fences on adjacent sites that contribute to the setting of the Heritage Item and the streetscape character of the HCA.

Controls**Fences on adjoining sites**

1 New front fences on adjacent sites are to be no higher than the front fences of the adjoining Heritage Item or HCA. Open and transparent front fences such as timber or metal picket are preferred.

2 No metal panel fencing is to be constructed on any boundary of a Heritage Item.

3.5 KU-RING-GAI DCP

The Ku-ring-gai DCP supports the Ku-ring-gai LEP 2015 by providing additional objectives and development standards. The development site includes the property at 37 Bancroft Avenue and is, therefore, subject to the DCP Part 19 guidelines for site consolidation and demolition in conservation areas in addition to those in Section 19F relating to development in the vicinity of a heritage conservation area, that are the same as those in the KLEP (Local Centres) DCP. The additional objectives and controls relevant to the proposed development are reproduced below.

INTRODUCTION

Part 19 applies to any development associated with a Heritage Item or within a Heritage Conservation Area (HCA) identified on the KLEP 2015 Heritage Map.

The controls in this Part are additional to those in Section A and C, and relevant Parts of Section B in this DCP. The heritage controls in this Part of the Ku-ring-gai DCP aim to

- i) retain, conserve and enhance the Heritage Items, HCAs and their associated settings;
- ii) ensure the heritage significance, streetscape and landscape character of HCAs are maintained;

iii) ensure alterations and additions to Heritage Items and within HCAs respect those buildings and do not compromise the significance and character of the individual Heritage Items or the HCAs;

iv) ensure new development in the vicinity of Heritage Items and HCAs respects the heritage context and is sympathetic in terms of form, scale, character, bulk, orientation, setback, colours and textures and does not mimic or adversely affect the significance of Heritage Items or HCAs and their settings.

This Part applies to any development that is:

- i) a Heritage Item listed under Schedule 5 Environmental Heritage within KLEP 2015;*
- ii) in a Heritage Conservation Area (HCA) identified in KLEP 2015;*
- iii) in the vicinity of a Heritage Item or HCA identified in KLEP 2015.*

What is a Contributory Property?

This Part identifies various controls that specifically apply to contributory properties. For the purpose of this DCP, Contributory Properties are buildings and sites within a HCA which are deemed to exhibit one or more of the following characteristics:

i) buildings and sites that make an important contribution to the character and significance of the HCA. They can be from a key historical layer, true to an architectural type, style or period, or highly or substantially intact including their garden setting. Where subdivision has occurred, the subdivision is within the key historical period or the area.

ii) buildings and sites which are altered from their original form but are recognisable and could be reasonably reinstated to that condition or the alterations are not considered to be detrimental to the integrity of the building; for example, a building that has been rendered or painted or where the roof cladding has been replaced but the form is otherwise legible

iii) buildings and sites with new layers/additions sensitive to the style, form, bulk, scale and materials of the original building.

Note: Contributory buildings do not necessarily need to be high-quality buildings but should represent the key historical period of the HCA. An HCA may also contain high-quality buildings which are not necessarily from the key historical period.

19A Subdivision and Site Consolidation

19A.1 SUBDIVISION AND SITE CONSOLIDATION FOR NEW DEVELOPMENT WITHIN AN HCA

Objectives

- 1 To retain the historic subdivision patterns within HCAs, that reflect the age and circumstances of the early and later subdivisions including the characteristic rhythm and built form spacing.*
- 2 To ensure that new development respects the established streetscape, and the historical patterns of development.*
- 3 To ensure new subdivisions and lot consolidations do not have an adverse impact upon the curtilage of Heritage Items, the streetscape setting of significant buildings and the identified character of the HCA as a whole.*

Controls

1 Applications for subdivision and site consolidation within an HCA is discouraged and will only be considered if the application:

- i) will have no adverse affect the significance of the HCA;*

- ii) retains the typical block width characteristics and historic subdivision pattern of the area, including rear lanes;*
- iii) the setting and curtilage of Heritage Items or significant buildings in the vicinity, including important structures and landscape elements, are retained;*
- iv) vistas and views to and from Heritage Items and contributory properties, especially the principal elevations of buildings, are not interrupted or obscured;*
- v) the landscape quality of the streetscape is retained;*
- vi) the contours and any natural features of the site have been retained and respected;*
- vii) will not result in future development which will adversely affect the significance, character or appearance of the HCA.*

2 Subdivision or consolidation will not generally be permitted where the setting or curtilage of any Heritage Items and contributory properties within or adjoining the site, would be compromised.

3 Applications for subdivision and site consolidation within an HCA will require a curtilage assessment.

19B.1 DEMOLITION WITHIN HCAS

Objectives

- 1 To ensure that sites, buildings and landscape features that contribute to the significance of an HCA are retained.*
- 2 To provide a photographic record before and during major works within an HCA, including demolition.*

Controls

Demolition within HCAs

- 1 The demolition of Heritage Items and contributory properties within HCAs is not supported.*
- 2 Whole demolition of buildings, structures and landscape features (including significant trees) is generally not supported unless the applicant can satisfactorily demonstrate:*
 - i) demolition will not result in any adverse impacts on the streetscape or character of the HCA;*
 - ii) retention and stabilisation of the building or structure is unreasonable;*
 - iii) all alternatives to demolition have been considered with reasons provided why the alternatives are not acceptable;*
 - iv) the replacement building is compatible with the identified significance and character of the streetscape and the HCA as a whole.*
- 3 In considering applications for partial demolition of buildings, structures and landscape features (including significant trees) within HCAs, Council will assess:*
 - i) the significance of the building part or structure and/or landscape feature and whether its retention is considered necessary;*
 - ii) its contribution to the streetscape;*
 - iii) potential for modifying and/or removing neutral and/or uncharacteristic elements that would re-establish the contributory status of the building or structure within the HCA;*
 - iv) opportunities for adaptive re-use of the building.*
- 4 Council may require reconstruction following any unauthorised removal of detail or important elements that contribute to the significance and character of the property and the HCA.*

Archival Recordings

5 In a situation where demolition is approved, Council may require an archival and photographic record of the building and grounds (in accordance with the NSW Heritage Branch guidelines) before and during works.

4.0 ESTABLISHED HERITAGE SIGNIFICANCE

4.1 CLANVILLE CONSERVATION AREA

37 Bancroft Avenue is located within the Clanville Conservation Area (C32) identified in Schedule 5 of the *Ku-ring-gai LEP 2015* and the associated mapping. The following Statement of Significance for the Clanville Conservation Area is sourced from the Ku-ring-gai Council website⁵:

The Clanville Conservation Area has historic significance as the part of the David Dering Mathew 400 acre land grant "Clanville".

The area has further historic significance for the successive subdivision of "Clanville" in the late nineteenth century subdivisions of Roseville Park Estate (1893) and Roseville Station Estate (1896), and the early twentieth century subdivisions of Clanville Estate (1903); Clanville Heights Estate (AKA Lindfield Heights Estate of 1906) (1905); Terry's Hill Estate (1908); Clermiston Estate (1912); Taraville Estate (1914); The First Estate (1918); The Garden Estate (1920); Horden's Roseville Estate (1922) and Archbold Hill Estate (1923).

The area has aesthetic significance for the highly intact and quality Federation and inter-war houses. Architectural styles present from the Federation period include Federation and transitional Bungalows, Queen Anne, and Arts and Crafts, and present from the Inter-war period mostly Californian Bungalows but also Old English, Art Deco and Spanish Mission.

4.2 SIGNIFICANCE OF ITEMS AND CONSERVATION AREA IN THE VICINITY OF THE SITE

The subject site is in the vicinity of the Lord Street / Bancroft Avenue Conservation Area and individually listed heritage items at 24, 26 and 28 Bancroft Avenue, listed in Schedule 5 of the *Ku-ring-gai LEP (Local Centres) 2012*.

Lord Street / Bancroft Avenue Conservation Area

The following Statement of Significance for the Lord Street / Bancroft Avenue Conservation Area is sourced from the Ku-ring-gai Council website⁶:

The Lord Street/Bancroft Avenue Heritage Conservation Area is of historical and aesthetic significance as an area of Federation Queen Anne style housing which represents an intact portion of the 1903 Clanville Estate subdivision.

The *Ku-ring-gai Local Centres DCP* includes the following additional information relating to the significance of this conservation area:

Key Historical Periods: Federation, Inter-war

Boundaries: Boundary excludes Roseville College, but otherwise follows the Roseville Local Centre boundary on the eastern side following Glencroft Road.

The northern boundary follows Lord Street to include 7A to 37 Lord Street. The western boundary runs west of 7a and then follows Bancroft Lane, crosses Bancroft and runs

⁵ http://www.kmc.nsw.gov.au/Plans_regulation/Building_and_development/Heritage/Heritage_Conservation_Areas

⁶ http://www.kmc.nsw.gov.au/Plans_regulation/Building_and_development/Heritage/Heritage_Conservation_Areas

along the western boundary of 3a Bancroft Avenue, then along the rear boundary of 1-23 Bancroft Avenue returning to Glencroft Road.

Description: The proposed area is an intact portion of the wider draft HCA, characterised by single storey Federation Queen Anne style housing.

Materials: The Federation period housing features brick and roughcast stuccoed walls, sometimes with sandstone foundations, terracotta or slate roofing, and timber framed windows, casement or double-hung.

Historical Significance: The Lord Street/Bancroft Avenue HCA is of historical significance as the area reflects its historical development following the 1903 Clanville Estate subdivision.

Aesthetic Significance: The Lord Street/Bancroft Avenue HCA is of aesthetic significance for its intact streetscapes of Federation one and two storey housing.

Listed Heritage Items at 24, 26 and 28 Bancroft Avenue

The following Statements of Significance have been sourced from the NSW Heritage Inventory database⁷:

24 Bancroft Avenue

Database entry number 1880758

Statement of Significance: *Reasons for listing; architectural, rarity value, group value, State significance.*

Historical period: *1901-1920*

26 Bancroft Avenue, Westover

Database entry number 1880750

Statement of Significance: *Reasons for listing; cultural, architectural, group value, municipal significance.*

Historical period: *1901-1920.*

28 Bancroft Avenue

Database entry number 1880751

Statement of Significance: *Reasons for listing; cultural, architectural, group value, municipal significance.*

Historical period: *1901-1920.*

⁷ <https://www.heritage.nsw.gov.au/search-for-heritage/search-for-nsw-heritage/>

5.0 REVIEW OF THE SUBMISSIONS

The application for a New Sport and Wellbeing Centre Development at 27-29 and 37 Bancroft Avenue, Roseville, has been exhibited for comment as SSD-9912. The submissions received were accessed on the DPIE website on 9th and 10th August 2020. There is a total of sixty-seven (67) public submissions; nine (9) in support of the application, two (2) making comment and fifty six (56) objecting to the proposal. Ku-ring-gai Council and the Friends of Ku-ring-gai Environment Inc (FOKE) also submitted objections to the proposed development.

Most of the public submissions stated concerns with the proposed demolition of a building in a conservation area (the house at 37 Bancroft Avenue) and the adverse impact of the bulk, scale and character of the proposed development. The FOKE submission also expresses concern with these aspects of the proposal as well as the impact the proposed tree removal will have on the landscape character of the locality.

The Ku-ring-gai Council submission includes the following comments in relation to heritage:

The applicant's Heritage Impact Statement (HIS) has not fully justified the demolition of 37 Bancroft Avenue against the KDCP controls Part 19B.

No 37 Bancroft Avenue is identified as a contributory item in the HCA as it retains its original Federation form and detailing.

Although it has painted brickwork this can be reversed. The dwelling at No 37 Bancroft Avenue is part of the HCA which has a high aesthetic significance as a cohesive early twentieth century and interwar development.

The proposed demolition of the house and garden will have an adverse impact on the HCA.

*The proposal includes removal of Tree 7, a mature *Cerdrus deodar* (Himalayan Cedar) located within the HCA in the Bancroft Avenue frontage. The tree has high heritage significance and makes a positive contribution to the established streetscape character and landscape setting of the HCA as a mature original specimen and therefore should be retained.*

The proposed formal landscaping would be incongruent with the established landscape character of the area. It is recommended that the proposed planting be less formally structured. Further, the vertical planting design is inconsistent with the landscaping character of the HCA.

The proposed eastern side setback of the development from the adjacent property (No 39 Bancroft Avenue) is insufficient to provide any suitable screen planting and is inconsistent with the landscape character within the HCA.

The two storey blank wall of the proposed pool area adjacent to No 39 Bancroft is quite a dominant element and is not in accordance with Controls in Part 19 F.2 of KDCP.

The separation between the proposed wall and No 39 Bancroft Avenue should be increased. The wall should have some articulation.

The proposed trellis for the blank wall is unlikely to grow in a shallow planter box. More deep soil is needed along the site boundary to provide a sufficient buffer in accordance with the controls of in part 19 F.3 of the KDCP.

The proposed finishes, including the use of dark face brick and timber, will be recessive and will reference the traditional finishes of the HCA and are therefore acceptable.

Conclusions and recommendation arising from the submissions:

1. The bulk and scale of the proposed large SWELL development within a Heritage Conservation Area is excessive and totally out of scale with the existing streetscape, clearly not conforming to the existing character of the area.
2. The demolition of 37 Bancroft Avenue, identified as contributory in the boundaries of Clanville Conservation Area (C32) in KLEP 2015, is not supported on heritage grounds.
5. The eastern side setback of 513mm is inadequate to provide sufficient separation, including deep soil, to permit planting of a vegetative screen to the immediate neighbour at 39 Bancroft Avenue.
7. The mature Tree No. 7 (Himalayan cedar) on Bancroft Avenue is significant from a streetscape, landscape and heritage perspective and should not be removed.

6.0 REVIEW OF THE HERITAGE IMPACT STATEMENT

6.1 REQUIREMENTS OF THE SEAR

The key issues listed in the SEAR for SSD-9912⁸, issued 21 March 2019, require the EIS to address the statutory provisions contained in all relevant environmental planning instruments and to address the relevant planning provisions, goals and strategic objectives in the listed policy documents. Those listed that relate to the assessment of heritage impacts of the proposal are:

- *Ku-ring-gai Local Environmental Plan (Local Centres) 2012*
- *Ku-ring-gai Local Environmental Plan 2015.*
- *Ku-ring-gai Local Centres Development Control Plan*
- *Ku-ring-gai Development Control Plan 2016.*

The key issues to be addressed in relation to heritage are:

9. Heritage

- *Provide a statement of significance and an assessment of the impact on the heritage significance of the heritage items on, and in the vicinity of, the site in accordance with the guidelines in the NSW Heritage Manual.*
- *The assessment must:*
 - *identify all heritage items (state and local) within and near the site, including built heritage, landscapes and archaeology*
 - *include an assessment as to why the places are of heritage significance; and*
 - *set out detailed mitigation measures to offset potential impacts on heritage values.*
- *Address any archaeological potential and significance on the site and the impacts the development may have on this significance.*

The *Heritage Impact Statement Roseville Anglican College: 27-37 Bancroft Avenue, Roseville*, prepared by Urbis in 2019 (*Urbis HIS*), has been prepared in accordance with these requirements.

As discussed below, the application includes the demolition of a building that is identified as a contributory element in a conservation area and there is insufficient information in the *Urbis HIS* to support the conclusion that the demolition of this building acceptable from a heritage perspective.

6.2 ASSESSMENT OF HERITAGE SIGNIFICANCE

The *Urbis HIS* includes an historical overview of the establishment and expansion of Roseville College in suburban Roseville and identifies the established heritage significance of the Clanville Conservation Area (C32) and Lord Street / Bancroft Avenue Conservation Area (36).

It does not identify the significance of the individually listed heritage items in the immediate vicinity of the site, the houses at 24, 26 and 28 Bancroft Avenue, or those it identifies in the wider locality, at 16 and 19 Bancroft Avenue and 49, 50 and 52 Victoria Street.

⁸ *Planning Secretary's Environmental Assessment Requirements (SEARs) SSD-9912 Roseville College - New Student Wellness (SWELL) Centre, 21/03/2019*

The historical summary of 37 Bancroft Avenue is limited to identifying the likely initial construction date of the house (1911) and garage (1964) and documenting its ownership history. Although it notes additions have been made at the rear of the house, no details of these modifications are included.

Ku-ring-gai Council has identified the house at 37 Bancroft Avenue as a contributory building in the conservation area. This is challenged on page 35 of the *Urbis HIS* in the following discussion:

The Statement of Significance for the Clanville HCA states that the area 'has high aesthetic significance as a cohesive early twentieth century and interwar development and the high portion of quality houses'.

The dwelling whilst identified in the DCP as contributory, is a simple, unrefined example of a Federation dwelling. The building has undergone a series of modifications including later additions, including the brick work being painted white with a green trim on timber frames. The painting of the brickwork and timber heavily degrades the contribution of the to the aesthetic qualities of the HCA.

6.3 EVALUATION OF DCP HERITAGE IMPACT GUIDELINES

This section includes extracts from and comment on the discussion in the Impact Assessment section of the *Urbis HIS*. The *Urbis HIS* discussion is italicised.

Discussion of the *Ku-ring-gai DCP 2016* controls in Section 19B.1 Demolition within HCAs in the *Urbis HIS* includes the following on pages 35 and 36:

The proposed demolition has been assessed as acceptable from a heritage perspective as this site is located on the boundary of the HCA, the building is an unrefined example of a Federation dwelling that has undergone modifications including the painting of the brickwork, and as the proposed development would facilitate the upgrading of facilities within a local school.

The demolition of the dwelling and ancillary structures located on 37 Bancroft Avenue has been assessed as acceptable as demolition would not result in any adverse impact on the streetscape or character of the HCA.

In addition to being a degraded example of a Federation dwelling, the site is located on the boundary of the HCA, adjacent to the current sport courts of Roseville College. It is considered that the demolition of the dwelling and construction of the SWELL building would not diminish the significance of the HCA.

No significant trees or landscape features have been identified on the site. The proposed removal of the existing landscape features and plantings would be acceptable from a heritage perspective and would have no adverse impact on the Clanville HCA or proximate Lord Street/Bancroft Avenue Conservation Area (C36) or individual heritage items.

(ii) Demolition is not proposed on account of condition rather it is supported as the building makes it would facilitate the construction of amenities within the school site.

(iii) In the development of the proposed design of the SWELL centre various alternatives were considered. The preliminary heritage assessment undertaken by Urbis Heritage concluded that

the dwelling located on 37 Bancroft Avenue whilst representative of an early twentieth century dwelling within the Clansville HCA, it is a simple, unrefined example.

(iv) The proposed replacement buildings has been assessed as compatible with the identified significance and character of the streetscape and the HCA as a whole as assessed herein.

This discussion is not considered adequate to justify the demolition of a contributory building in a conservation area. The HIS needs to include further analysis and discussion to substantiate the conclusion that the impact of the proposed demolition is acceptable from a heritage perspective. This should include details of options that retain and adaptively re-use the house at 37 Bancroft Avenue and why this is not considered feasible.

Similarly, the discussion relating to the impact of the proposed tree removal within and adjacent to the heritage conservation areas requires more detailed evaluation.

There is no discussion of the *Ku-ring-gai DCP* objectives and controls of Section 19A Subdivision and Site Consolidation in the *Urbis HIS*.

The discussion on the controls in Section 19D Development within HCAs: New Buildings of the *Ku-ring-gai DCP* is not considered relevant as *this section applies to new single residential dwellings within an HCA*⁹.

The controls discussed in relation to Sections 19G C32B Clanville, Roseville and 19G.10 C36 Lord Street/Bancroft Avenue, Roseville of the *Ku-ring-gai Local Centres DCP* are also not relevant to the assessment of this proposal as the subject site is not located within either of these areas.

It adjoins the Lord Street / Bancroft Avenue Conservation Area and as such the relevant controls are 19F Development on the Vicinity of Heritage Items or Heritage Conservation Areas. The *Urbis HIS* discusses the proposal in relation to these controls and the following points are included in the conclusion of the report:

The expansion of the school site into the adjacent lot would not detract from the identified heritage significance of the Clanville HCA.

It has been considered that Roseville College has operated as a school since 1908, the ongoing historic use of the site is a positive heritage outcome as it is understood demolition would facilitate the requirement to provide upgraded facilities.

The proposed height, scale, form and finishes of the SWELL development is sympathetic to the established characteristic of the locality.

Whilst clearly discernible as contemporary, the proposed development responds sympathetically to its location and would not detract from the identified heritage significance of the proximate HCAs or heritage items.

Extensive landscaping and additional plantings are proposed, making a positive contribution to the 'green' character of the locality.

⁹ *Ku-ring-gai DCP*, page p19-30

It is noted that there are no heritage items within the existing Roseville College campus and it is not located within a conservation area. As such, the continued historic use of the site as an education facility is not a relevant heritage matter in the assessment of this application.

6.4 DISCUSSION OF NSW HERITAGE MANUAL IMPACT GUIDELINES

The NSW Heritage Office (now Heritage NSW, part of the Department of Premier and Cabinet) publication 'Statements of Heritage Impact', is part of the NSW Heritage Manual. The following 'questions to be answered' when evaluating heritage impact are considered relevant to the development proposal.

The following aspects of the proposal respect or enhance the heritage significance of the item or conservation area for the following reasons

The following aspects of the proposal could detrimentally impact on heritage significance. The reasons are explained as well as the measures to be taken to minimise impacts
The following sympathetic solutions have been considered and discounted for the following reasons

DEMOLITION OF A BUILDING OR STRUCTURE

- *Have all options for retention and adaptive reuse been explored?*
- *Can all the significant elements of the heritage item be kept and any new development be located elsewhere on the site?*
- *Is demolition essential at this time or can it be postponed in case future circumstances make it retention and conservation more feasible?*
- *Has the advice of a heritage consultant/specialist been sought? Have the consultant's recommendations been implemented? If not, why not?*

ADDITIONS (to a conservation area)

- *How is the impact of the addition on the heritage significance of the item to be minimised?*
- *Can the additional area be located within an existing structure? If not, why not?*
- *Will the additions tend to visually dominate the heritage item?*
- *Are the additions sited on any known, or potentially significant archaeological deposits? If so, have alternative positions for the additions been considered?*
- *Are the additions sympathetic to the heritage item? In what way (eg form, proportions, design)?*

NEW DEVELOPMENT ADJACENT TO A HERITAGE ITEM (or conservation area)

- *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 heritage item?*
- *How does the curtilage allowed around the heritage item contribute to the retention of its 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 development sited on any known, or potentially significant archaeological deposits? If so, have alternative sites been considered? Why were they rejected?*
- *Is the new development sympathetic to the heritage item? In what way (eg form, siting, proportions, design)?*
- *Will the additions visually dominate the heritage item? How has this been minimised?*
- *Will the public, and users of the item, still be able to view and appreciate its significance?*

NEW LANDSCAPE WORKS AND FEATURES (INCLUDING CARPARKS AND FENCES)

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

TREE REMOVAL OR REPLACEMENT

- *Does the tree contribute to the heritage significance of the item or landscape?*
- *Why is the tree being removed?*
- *Has the advice of a tree surgeon or horticultural specialist been obtained?*
- *Is the tree being replaced? Why? With the same or a new species?*

The *Urbis HIS* includes a response to some of these questions. Those relating to additions (to a conservation area) and new development adjacent to a heritage item (or conservation area) are not addressed.

As noted in the previous section, the HIS discussion is not considered adequate to justify the demolition of a contributory building in a conservation area. Further analysis and discussion are needed to demonstrate that the proposed demolition of the contributory building (house) at 37 Bancroft Avenue is acceptable from a heritage perspective.

7.0 CONSIDERATION OF HERITAGE IMPACTS

The property at 37 Bancroft Avenue is located at the western edge of the Clanville Conservation Area (C32), as defined in the *Ku-ring-gai LEP 2015*.

The *Ku-ring-gai DCP* defines a contributory property in a conservation area as:

- buildings and sites that make an important contribution to the character and significance of the HCA
- those altered from their original form but which are recognisable and could be reasonably reinstated to that condition where the alterations are not considered to be detrimental to the integrity of the building (It gives the example of a building that has been rendered or painted or where the roof cladding has been replaced but the form is otherwise legible)
- those with new layers/additions sensitive to the style, form, bulk, scale and materials of the original building.

As such, the house at 37 Bancroft Avenue, and its streetscape setting, are classified as contributory to the significance of the Clanville Conservation Area, under the *Ku-ring-gai DCP*.

The removal of any contributory element in a conservation area will have an impact on its established significance as an original heritage element is removed. The context of such an application is a consideration in the assessment of the extent of this impact. The impact of the demolition of a contributory building and its garden setting at the interface of a conservation area with another character area, as proposed in this application, is not as great as it would be for the demolition of a contributory element further within the conservation area where the surrounding context is other contributory buildings.

A revision of the proposal to retain the existing house and garden would obviously negate this impact and mitigate the impact of the proposed new development within the boundaries of the conservation area.

As noted previously, the *Urbis HIS* discussion is not considered adequate to justify the demolition of a contributory building in a conservation area. Further analysis and discussion are needed to demonstrate that the proposed demolition of the contributory building (house) at 37 Bancroft Avenue is acceptable from a heritage perspective. This should include an analysis of its context and details of options that retain and adaptively re-use the house, and why this is not considered feasible.

Consolidation of the site at 37 Bancroft Avenue with the Roseville College campus will also have an impact on the significance of the Clanville Conservation Area and the landscape quality of the streetscape. This could be mitigated with the retention of the domestic character of the front garden setting, including some or all of the trees.

Although no trees within, or adjacent to, the subject site are identified as heritage items in the *Ku-ring-gai LEP (Local Centres) 2012* or the *Ku-ring-gai LEP 2015*, the existing trees in the front garden of 37 Bancroft Avenue are located within the Clanville Conservation Area and contribute to its aesthetic significance. Although those to the north of the existing Roseville College sports courts, including Tree No. T7, are not in a conservation they complement the street planting of the adjoining Lord Street / Bancroft Avenue and Clanville Conservation Areas.

The street, nature strip and footpath adjacent to the Bancroft Avenue frontage of Roseville College is within the Lord Street / Bancroft Avenue Conservation Area. This component of the streetscape is not consistent with the aesthetic of the Bancroft Avenue streetscape where the tree canopy is a distinct characteristic in both the Lord Street / Bancroft Avenue and Clanville Conservation Areas.

The proposed new planting within the school campus is consistent with the landscape setting of the school campus and not the adjacent conservation areas. A revision of its formal composition, particularly the component within the Clanville Conservation Area, would complement the surrounding residential context and mitigate the impact of the expanded school campus.

Although, it is accepted that the proposed non-residential development will have a different design aesthetic to that of the residential conservation area in which it is sited, it does need to respect this context. The eastern setbacks of the proposed building do not allow sufficient space for a landscape buffer at this interface and as such it will be a dominant element when viewed from within the Clanville Conservation Area. Increasing the building setbacks and articulation of the eastern façade would reduce the perceived bulk of the new building. When combined with appropriate screen planting at the boundary with 39 Bancroft Avenue this would reduce the impact on the Clanville Conservation Area.

The materials and finishes proposed for the new building are considered appropriate for the location.

The nearest individually listed heritage items are houses at 24, 26 and 28 Bancroft Avenue, located on the northern side of Bancroft Avenue opposite the existing Roseville College sports courts, and separated from the subject site by the width of the street. Views of these buildings, in their garden settings, will not be affected by the proposed development and it will not affect their historic or aesthetic significance.

8.0 RECOMMENDATIONS

To minimise the heritage impact of the expansion of Roseville College into the adjoining Clanville Conservation Area it is recommended that the development proposal be revised to include retention and adaptive reuse of the circa 1911 house at 37 Bancroft Avenue, a contributory building in the Clanville Conservation Area.

If it is not considered feasible to retain this building the applicant should provide a revised or supplementary Heritage Impact Statement for consideration that:

- details the modifications made to the dwelling since its initial construction
- analyses its contribution to the Clanville Conservation Area
- discusses the option/s considered for a development that retains and adaptively re-uses the house, and why this is not considered feasible
- evaluates the impact of the proposed tree removal within and adjacent to the conservation area
- discusses the impact of the site consolidation
- recommends measures to mitigate the impact the proposed development will have on the significance of the Clanville Conservation Area.

Should the DPIE approve this application in its current form it is recommended that conditions be included to require the following design revisions to reduce the heritage impacts of the proposal:

- increase in the building setbacks from the eastern boundary
- articulation of the eastern façade
- appropriate screen planting along the eastern boundary
- retention of the domestic garden layout at 37 Bancroft Avenue, including some or all of the trees
- a less formal structure for the layout and planting of the proposed landscape area at the street frontage adjacent to the sports courts.



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sym. studio Landscape Planning, *Roseville College - SWELL Centre SSDA Landscape Package*, October 2019

INTERNET RESOURCES

Ku-ring-gai Council, kmc.nsw.gov.au/Plans_regulation/Building_and_development

NSW Department of Planning, Industry and Environment Major Project SSD-9912, <https://www.planningportal.nsw.gov.au/major-projects/project/9441>

NSW Legislation: www.legislation.nsw.gov.au

NSW Land Registry Services (LRS) SIX Maps: <https://maps.six.nsw.gov.au/>

NSW State Heritage Inventory – Online Database:
www.environment.nsw.gov.au/heritageapp/heritagesearch.aspx