



Parramatta Road Corridor Urban Transformation Strategy

Stage 2 Heritage Advice

Prepared for City of Canada Bay Council
June 2023

Acknowledgement of Country

We respect and acknowledge the First Nations of the lands and waterways on which we live and work, their rich cultural heritage and their deep connection to Country, and we acknowledge their Elders past and present. We are committed to truth-telling and to engaging with First Nations to support the protection of their culture and heritage. We strongly advocate social, cultural and political justice and support the Uluru Statement from the Heart.

Cultural warning

Aboriginal and Torres Strait Islander readers are advised that this report may contain images or names of First Nations people who have passed away.

Report register

The following report register documents the development of this report, in accordance with GML's Quality Management System.

Job No.	Issue No.	Notes/Description	Issue Date
23-0022	1	Draft Report	30 May 2023
23-0022	2	Revised Report	16 June 2023
23-0022	3	Final Report	30 June 2023

Quality management

The report has been reviewed and approved for issue in accordance with the GML quality management policy and procedures.

It aligns with best-practice heritage conservation and management, *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013* and heritage and environmental legislation and guidelines relevant to the subject place.

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Executive summary

City of Canada Bay Council (Council) has engaged GML Heritage Pty Ltd (GML) to provide advice in relation to appropriate urban form and development controls from the implementation of the Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) where future development has the potential to impact on heritage places. The study area is the Canada Bay portion of the Stage 2 areas of Kings Bay, Burwood and Homebush PRCUTS precincts, with focus on the Bakehouse Quarter in the Homebush precinct and heritage listed items within and in the vicinity of the Burwood and Kings Bay precincts.

This report provides heritage advice on the management of identified heritage items and conservation areas within and in the vicinity of the Stage 2 areas. This report:

- outlines the process and inputs to date and provides justification for the continued protection of identified heritage significance in the context of future increased density;
- identifies opportunities for planning and urban development approaches that are sympathetic to existing heritage contexts; and
- describes high-level heritage conservation policy that can be applied within each study area to protect and enhance heritage significant items, places and areas.

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Introduction



1 Introduction

City of Canada Bay Council (Council) has engaged GML Heritage Pty Ltd (GML) to provide heritage advice on selected areas associated with the Stage 2 Parramatta Road Corridor Urban Transformation Strategy (PRCUTS).

In late 2016, UrbanGrowth NSW published PRCUTS, to be implemented under ministerial direction. PRCUTS is intended to stimulate renewal on and around Parramatta Road, by increasing investment in residential development, employment, transport links, and public domain. Stage 1 of PRCUTS (2021) comprised a planning proposal where Council identified three key precincts: Kings Bay, Burwood–Concord, and Homebush. Stage 2 of PRCUTS identifies areas that adjoin Stage 1 precincts. It includes local heritage items and heritage conservation areas, listed under the *Canada Bay Local Environmental Plan 2013* (LEP).

The heritage advice in this report includes:

- analysis of existing local heritage items and conservation areas, both within and in the vicinity of the study areas;
- analysis of the heritage context, constraints and planning context of the Canada Bay local government area (LGA) and PRCUTS;
- investigation of development opportunities unique to each study area; and
- a suite of draft heritage recommendations and development controls, intended to conserve and protect existing identified heritage significance within each study area, while accounting for increased density expectations afforded by PRCUTS.

1.1 Background

Parramatta Road Corridor Urban Transformation Strategy (PRCUTS) was initiated in 2016 to provide a vision and an integrated land use planning and transport framework for the transformation of the Parramatta Road corridor, and guidance on future development along the corridor. As part of the PRCUTS, planning and urban design guidelines were prepared to:

- Provide priorities and principles for design excellence.
- Protect and conserve existing heritage items and enhance character areas.
- Ensure improved amenity.
- Encourage active transport options.¹

Stage 1 of PRCUTS consisted of a planning proposal that provided the foundation to begin considering the study areas. These areas are considered in this report: Kings Bay, Burwood–Concord, and the Bakehouse Quarter. Stage 2 builds on this by considering the

high-level urban design and heritage principles for Stage 1 and developing these to respond to urban and suburban contexts in each study area.

This report provides advice on urban form and draft planning controls for the selected study areas within PRCUTS, to ensure heritage significance within these areas is conserved and enhanced. It includes advice on existing and future built form, and neighbourhood character, and provides analysis of the initial guidance and built form that is proposed as part of the PRCUTS Stage 2 master planning process.

1.2 Study areas

PRCUTS Stage 2 focuses on three key study areas: Kings Bay, Burwood–Concord, and the Bakehouse Quarter, Homebush Precinct (Figure 1.1). Owing to complexity and/or geographical spread, Kings Bay and Burwood–Concord have both been divided into east and west study areas in this report.

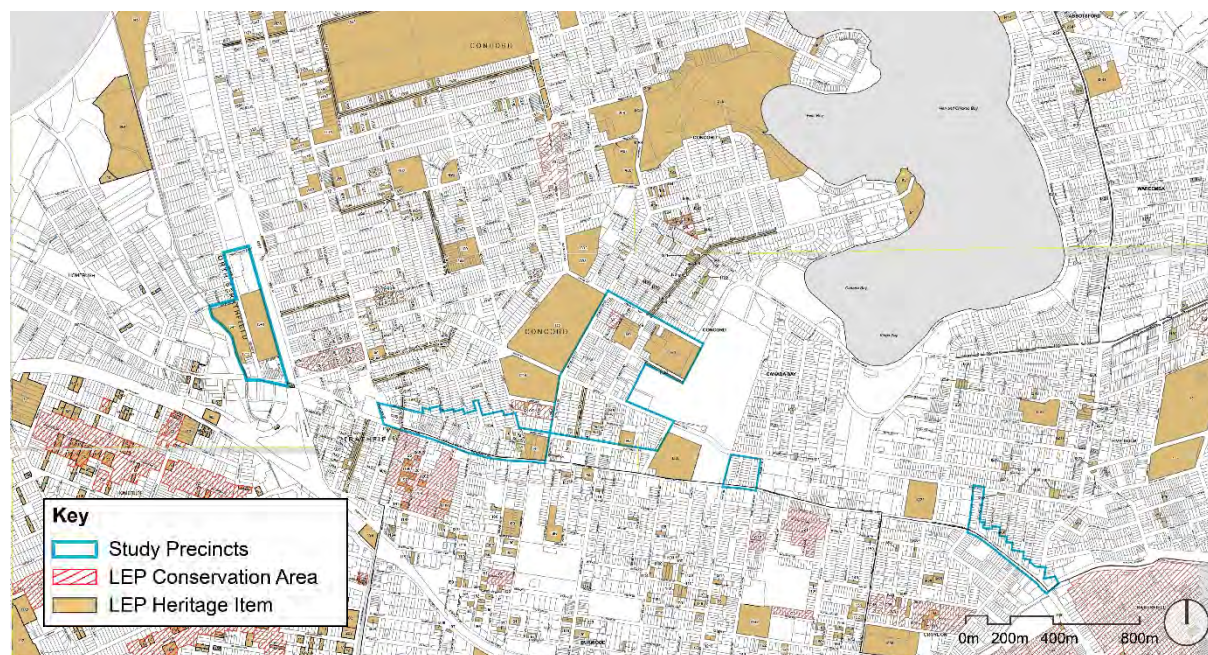


Figure 1.1 PRCUTS Stage 2 study areas. (Source: LEP maps with GML overlay)

1.3 Methodology

This report is informed by the principles of *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance, 2013* (the Burra Charter) and the approach set out in *The Conservation Plan*, by James Semple Kerr. The terminology used in this report is consistent with that used in the Burra Charter.



This report was produced as the final product of an iterative advisory and assessment process where Council, GroupGSA (as master planners) and GML (as heritage specialists) collaborated to identify, analyse and mitigate impacts to identified heritage values within the study areas. It was through this collaboration that lot amalgamation patterns, heights, setbacks and transitions were refined to minimise potential impacts to heritage listed places and conservation areas. This was undertaken through in-person and online workshops, review and comments on proposed master plans, and email correspondence. This report catalogues that process and highlights where heritage sensitivities remain which need consideration in future development applications/Planning Proposals.

1.4 Limitations

This report is subject to the following limitations:

- Existing heritage items and conservation areas were inspected and documented from the public domain. No interior inspections were undertaken.
- Historical research in this report was limited to desktop sources only.
- Community consultation did not form part of this heritage report.
- No formal assessment of First Nations history, other than what was publicly available, or of archaeological potential was undertaken as part of this report.

1.5 Authorship

This report was prepared by Alison Starr (Senior Associate). Strategic advice and review was provided by Julian Siu (Principal).

1.6 Acknowledgements

This report was initiated by Helen Wilkins, Senior Strategic Planner, Canada Bay Council. The project has been developed in consultation with Canada Bay strategic planning and heritage specialist staff, including Paul Dewar and Kate Higgins, and GML is grateful for Council staff input and collaboration.

1.7 Endnotes

- ¹ Parramatta Road Corridor Urban Transformation, Planning and Urban Design Guidelines – Implementation Toolkit, UrbanGrowth NSW, 2016.



Heritage context



2 Heritage context

In NSW, items of heritage significance, historic archaeological remains ('relics') and Aboriginal objects and places are provided with statutory protection under the following legislation:

- the *Heritage Act 1977* (NSW) (the Heritage Act);
- the *National Parks and Wildlife Act 1974* (NSW) (the NPW Act); and
- the *Environmental Planning and Assessment Act 1979* (NSW) (the EPA Act).

The Heritage Act is a statutory tool designed to conserve the state's environmental heritage. It is used to regulate the impacts of development on the state's heritage assets. The Heritage Act describes a heritage item as 'a place, building, work, relic, moveable object or precinct'.

The EPA Act is administered by the NSW Department of Planning and Environment and provides for environmental planning instruments to be made to guide the process of development and land use. The EPA Act also provides for the protection of local heritage items and conservation areas through listing on Local Environmental Plans (LEPs) and State Environmental Planning Policies (SEPPs) which provide local councils with the framework required to make planning decisions.

2.1 Heritage listings

There are multiple identified items of heritage significance within the study areas. These include heritage items and heritage conservation areas listed in Schedule 5 of the Canada Bay LEP 2013, listed in the tables below and illustrated in mapping. The distribution of heritage items is uneven across the three main study areas, and accordingly, items adjacent to and in the vicinity are included within this section.

2.1.1 Kings Bay East

There are no heritage items within this study area. Heritage items located nearby are listed below.

Table 2.1 Existing heritage listings in the vicinity of Kings Bay East.

Item name	Property description	Significance	Proximity to study area
1522 Pair of semi-detached houses	1A–5 York Avenue, Five Dock Lot A, DP 321125 Lot 1, DP 984101	Local	Adjacent to study area boundary
1283 Corner shop and residence	30 Lavender Street, Five Dock Lot 18, DP 84536	Local	In the vicinity
C54 Haberfield HCA		State	In the vicinity

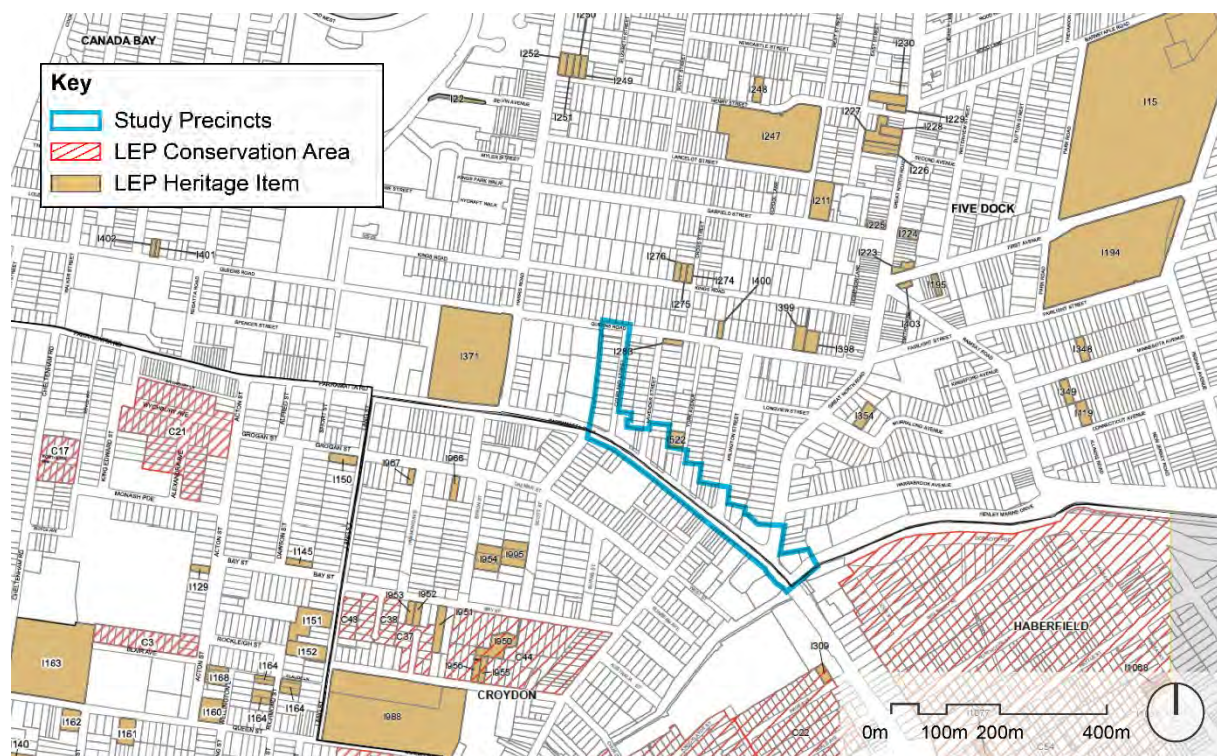


Figure 2.1 Heritage context in Kings Bay East. (Source: LEP maps with GML overlay)

2.1.2 Kings Bay West

There are no heritage items within this study area. Heritage items located nearby are listed below.

Table 2.2 Existing heritage listings in the vicinity of Kings Bay West.

Item name	Property description	Significance	Proximity to study area
1308 St Luke's Park	Loftus Street, Concord Lot 13, DP 1226181 Note: gateway / trees only listed	Local	In the vicinity
1402 Victorian terrace	142 Queens Road, Canada Bay Lot 100, DP 826625	Local	In the vicinity

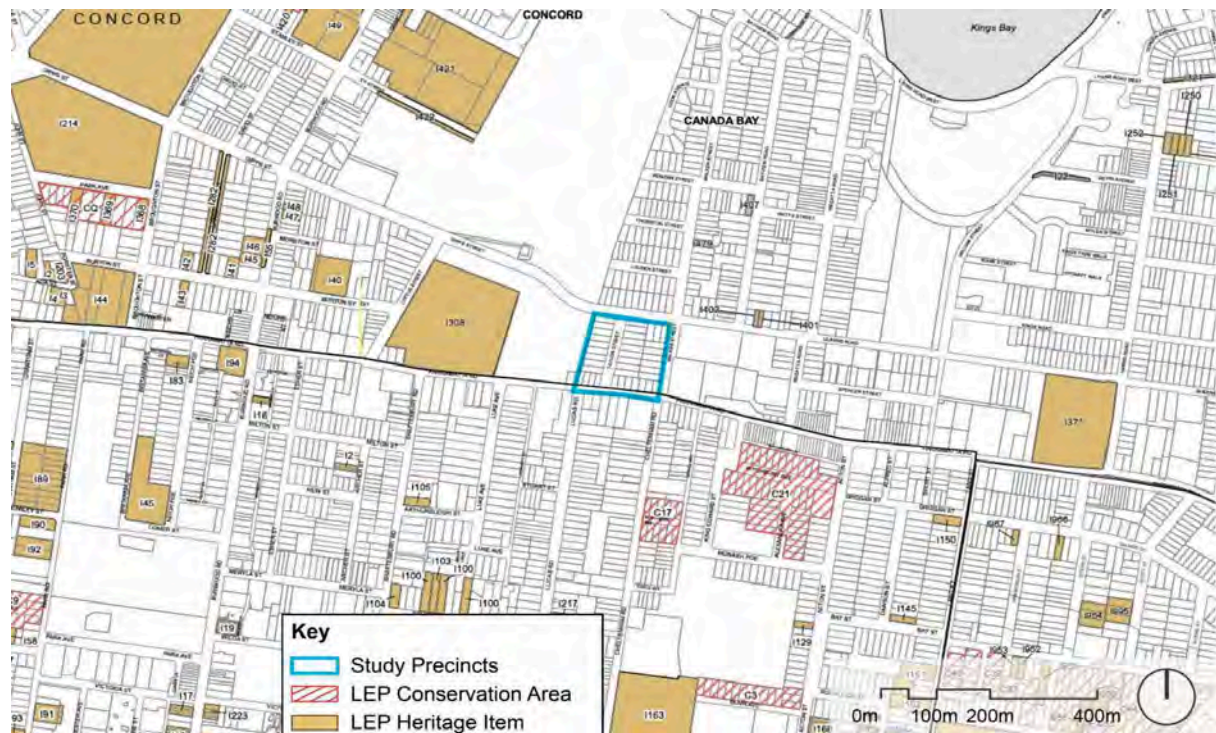


Figure 2.2 Heritage context in Kings Bay West. (Source: LEP maps with GML overlay)

2.1.3 Burwood–Concord East

There are multiple heritage items and heritage conservation areas within this study area and located nearby. These are listed below.

Table 2.3 Existing heritage listings in Burwood–Concord East.

Item name	Property description	Significance	Proximity to study area
I137 Corner shop	42–46 Crane Street, Concord Lots 1, 2 and 3, DP 13862	Local	Within study area
I136 Shop and residence	28 Crane Street, Concord Lot 1, DP 324177	Local	Within study area
I420 House, 'Tabratong'	19 Stanley Street, Concord Lot 2, DP 975955	Local	Within study area
I49 Concord Public School and grounds	66 Burwood Road, Concord Lot 1, DP 194308; Lot 2, Section 12, DP758623; Lots 9–14, Section 1, DP975955	Local	Within study area
I421 Concord High School grounds	5 Stanley Street, Concord Lot B, DP 414465; Lot 15, DP 8687; Lot 1, DP 60167; Lot 1, DP 59489; Lot 285, DP 752023	Local	Within study area
I422 Street trees	Stanley Street, Concord (adjacent to Concord High School)	Local	Within study area
I282 Street trees	Lansdowne Street, Concord	Local	Within study area
I42 Houses, 'Melaleuca' and 'Clewer'	31–33 Burton Street, Concord Lots E and D, DP 405877	Local	Within study area
I41 House, 'Lansdowne'	25 Burton Street, Concord Lot 3, Section 1, DP 8045	Local	Within study area
I45 Post office building (former)	22 Burwood Road, Concord Lot 1, DP 85034	Local	Within study area



Item name	Property description	Significance	Proximity to study area
I46 Anglican Rectory building (former)	24 Burwood Road, Concord Lot Y, DP 163687	Local	Within study area
I55 Sandstone kerbing (west side, Burwood Road)	22–26 Burwood Road, Concord	Local	Within study area
I47 House	33 Burwood Road, Concord Lots 6 and 7, DP 2931	Local	Within study area
I48 House	35 Burwood Road, Concord Lot 5, DP 2931	Local	Within study area
I40 St Luke's Anglican Church and grounds	19 Burton Street, Concord Lots 2 and 4, DP 538607	Local	Within study area
CP	Salisbury Street Housing Group 2–12 Salisbury Street, Concord	Local	Within study area

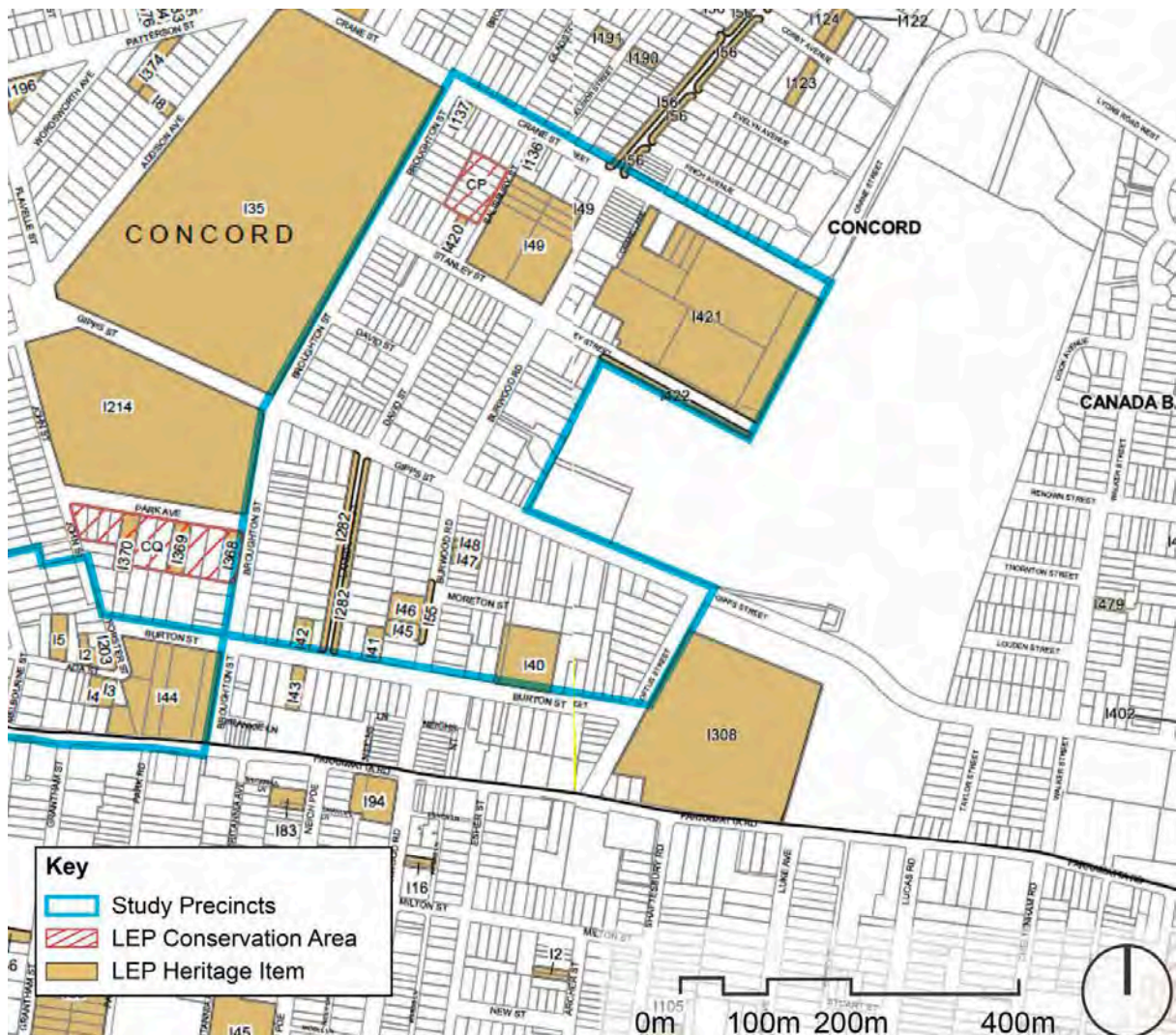


Figure 2.3 Heritage context in Burwood–Concord East. (Source: LEP maps with GML overlay)

Key heritage items include the following:

- St Luke’s Anglican Church (#140) is Concord’s oldest surviving church, dating from 1859, and part of the original Longbottom community. Built to a design by Edmund Blacket, it has been modified with later additions and its original stonework rendered.
- Concord Public School (#149) was the first school in the municipality, designed by Government Architect William Kemp, and completed in 1893. Its main building is notable for its decorative features, including decorative terracotta tiles.
- Concord High School (#1421) is notable for its significant mature fig avenue (#1422) along its southern boundary, which St Luke’s Park also adjoins.
- The site of the former post office at 22 Burwood Road, built in 1899, was considered for listing but has since been demolished. It is now the site of a future petrol station, diagonally opposite the future Sydney Metro site.
- Salisbury Street Housing Group (#CP) is within the study area.

- Adjacent to the study area but a key part of Concord's heritage context is Queen Elizabeth Park (#I35) and Goddard Park (#I214) along with the Park Avenue Heritage Conservation Area (#CQ) to the south of Goddard Park.

Heritage items in Burwood–Concord East



Figure 2.4 'Tabratong', 19 Stanley Street (#I420).

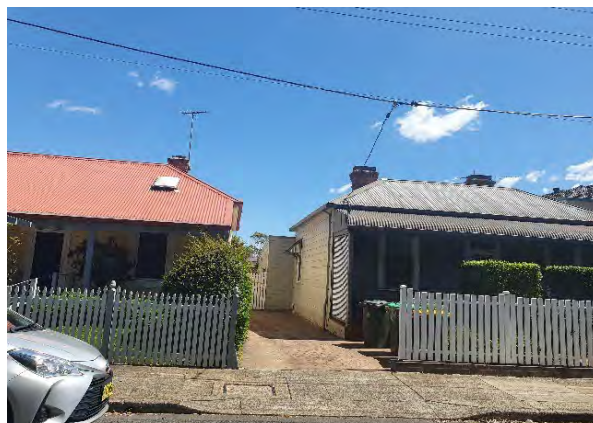


Figure 2.5 Salisbury Street Housing Group (CP).



Figure 2.6 Concord High School (#I421) and avenue (#I422).



Figure 2.7 Concord Public School (#I49).



Figure 2.8 Shops on Crane Street (#1137).



Figure 2.9 Shop and residence, Crane Street (#1136).



Figure 2.10 'Lansdowne', 25 Burton Street (#141).



Figure 2.11 Former post office building, 22 Burwood Road (#145).



Figure 2.12 Anglican Rectory, 24 Burwood Road (#146), and sandstone kerbing at 22–26 Burwood Road (#155).



Figure 2.13 House, 33 Burwood Road (#147).



Figure 2.14 St Luke's Church, 19 Burton Street (#140).



Figure 2.15 St Luke's Church, 19 Burton Street (#140).

2.1.4 Burwood–Concord West

Table 2.4 Existing heritage listings in Burwood–Concord West.

Item name	Property description	Significance	Proximity to study area
I205 House	6 Franklyn Street, Concord Lot 14, DP 12301	Local	Within study area
I207 Street trees	Franklyn Street, Concord	Local	Within study area
I7 Street tree	Corner Ada and Coles streets, Concord	Local	Within study area
I345 House	8 Melbourne Street, Concord Lot 3, DP 8664	Local	Within study area
I5 House	7 Ada Street, Concord Lot 2, DP 114957	Local	Within study area
I2 House, 'Marathon'	3 Ada Street, Concord Lot B, DP 927042	Local	Within study area
I203 House	1 Forster Street, Concord Lot 1, DP 512663	Local	Within study area
I4 House and garden	6 Ada Street, Concord Lot C, DP 927042	Local	Within study area

Item name	Property description	Significance	Proximity to study area
13 Federation house	4 Ada Street, Concord Lot B, DP 927042	Local	Within study area
144 St Mary's Church and school	56–60 Burton Street, Concord Lots 1, 2 and 4, DP 455681; Lots 1–3, DP 130919	Local	Within study area

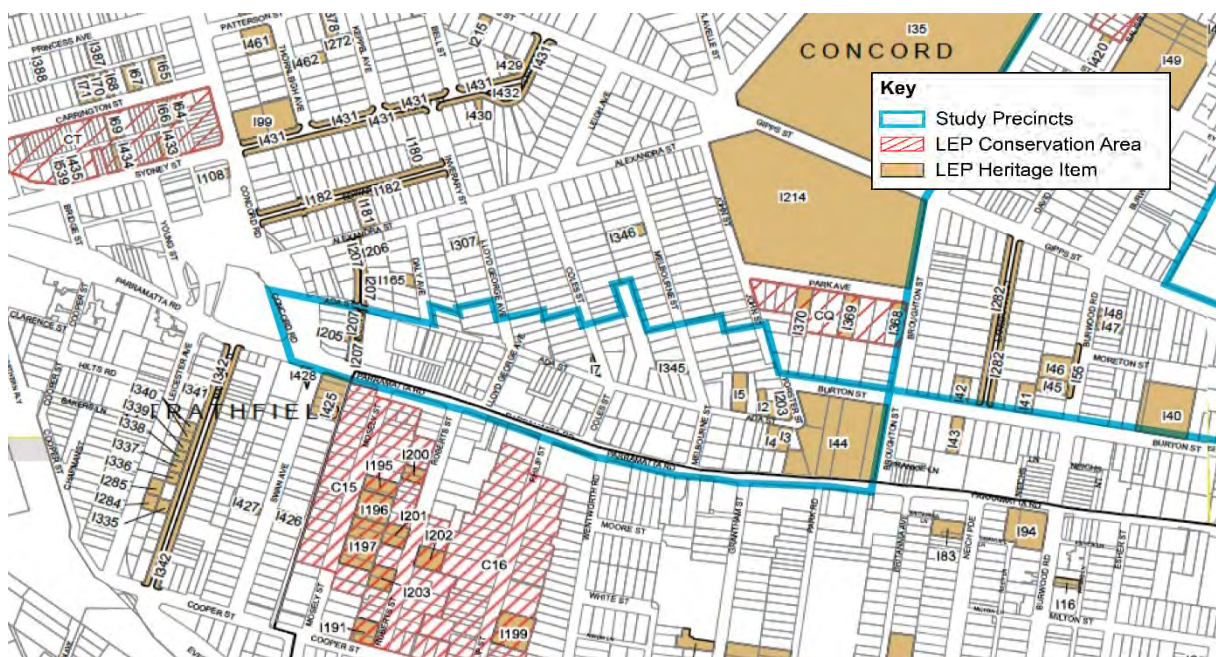


Figure 2.16 Heritage context in Burwood–Concord West. (Source: LEP maps with GML overlay)

Key heritage items include the following:

- St Mary’s Church and school complex (#144) forms a key landmark at the junction of Parramatta Road and Broughton Street. The current church dates from 1928, in Romanesque style, and the complex now comprises older school buildings that have been modified, interspersed with recent structures.
- There are several individual listed houses along Ada Street, including a mix of Victorian, Federation and Georgian houses.
- A pocket park at the junction of Ada and Coles streets hosts a listed street tree (#17).
- On Franklyn Street, a house (#1205) and remnant street trees are both listed.

Selected heritage items in Burwood–Concord West



Figure 2.17 House, 7 Ada Street (#15).



Figure 2.18 House, 4 Ada Street (#13).



Figure 2.19 St Mary's Church and school.



Figure 2.20 Street tree, Ada and Coles streets (#17).



Figure 2.21 House, 1 Forster Street (#1203).



Figure 2.22 6 Franklyn Street (#1205) and street trees (#1207).

2.1.5 Bakehouse Quarter

Table 2.5 Existing heritage listings in Bakehouse Quarter.

Item name	Property description	Significance	Proximity to study area
I541 Bakehouse Quarter (former Arnott's complex)	11, 20–22 George Street, North Strathfield Lot 1, DP 1002876; Lot 22, DP 1140597	Local	Within study area
I212 Shops	16–18 George Street, North Strathfield Lot 1, DP 1002876	Local	Within study area

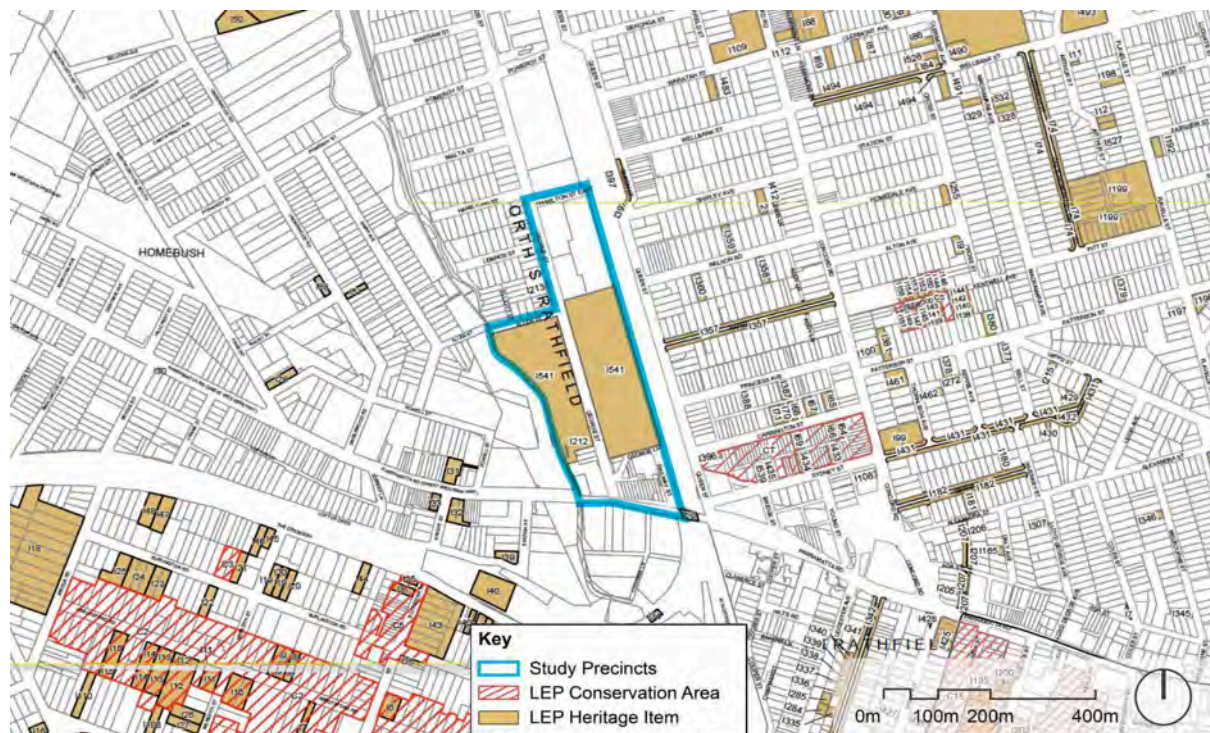


Figure 2.23 Heritage context in Bakehouse Quarter. (Source: LEP maps with GML overlay)

The Bakehouse Quarter (#1541) Statement of Significance reads as follows:

The Bakehouse Quarter includes the former Arnott's biscuit factory and related buildings that are of substantial historic importance to the local area. The establishment of Arnott's at the North Strathfield site in 1907 provided an industry that was a significant impetus for local development in the area.

Bakehouse Quarter – site photos



Figure 2.24 George Street, looking north.



Figure 2.25 George Street, looking south.



Figure 2.26 Former Arnott's factory.



Figure 2.27 Former Arnott's factory.



Figure 2.28 Context, southern portion of site, under Western Motorway.



Figure 2.29 Parramatta Road showing recent multi-unit residential development.



Table 2.6 Heritage listings in the vicinity of Bakehouse Quarter.

Item name	Property description	Significance	Proximity to study area
I129 Railway Bridge with Arnott's sign over Parramatta Road	Parramatta Road, Homebush	Local, State Government agency	In the vicinity



Historical overview

3 Historical overview

Canada Bay LGA is situated within lands occupied by the Wangal (also spelled Wann-gal) clan of the Darug people. The Wangal occupied lands that stretched along the southern shoreline of Parramatta River between Darling Harbour and Rose Hill, and likely also included some harbour islands. First Nations people in this area were deeply connected to the land, waters and foreshores of Sydney Harbour.

The subject areas were originally connected by the rough bush track that would become known as Parramatta Road, with Governor Phillip initiating its construction from 1791. The subject of continuous improvement of the following century, the road was reportedly completed by 1810. The early track was populated by stockades at Longbottom and Iron Cove, as well as staging posts and inns, such as the Bath Arms Hotel at Concord. Originally part of Longbottom Farm (established 1819), Longbottom Stockade, built to manage convict labour during road clearing and construction, had been established as a stopover point along the future Parramatta Road in the late eighteenth century. Canada Bay was named after a group of French-Canadian convicts imprisoned at Longbottom Stockade (stockade entry and main buildings located on the site of modern-day Concord Oval).

Industrial development began in Newington and Homebush areas in the early nineteenth century, expanding to heavy industry in low lying areas with cheaper land, such as Concord, Rhodes and Newington. As residential development expanded during the nineteenth century, former industrial sites were repurposed to support growing populations. Concord High School was built on the site of a tannery, Farleigh Nettheim and Company, with the tannery site sold to the NSW Department of Education in 1970.

Land sales in the area originated around Parramatta Road. Longbottom Farm was not included, however, and did not formally become the Village of Longbottom until 1843, having informally developed around the stockade prior to this date.

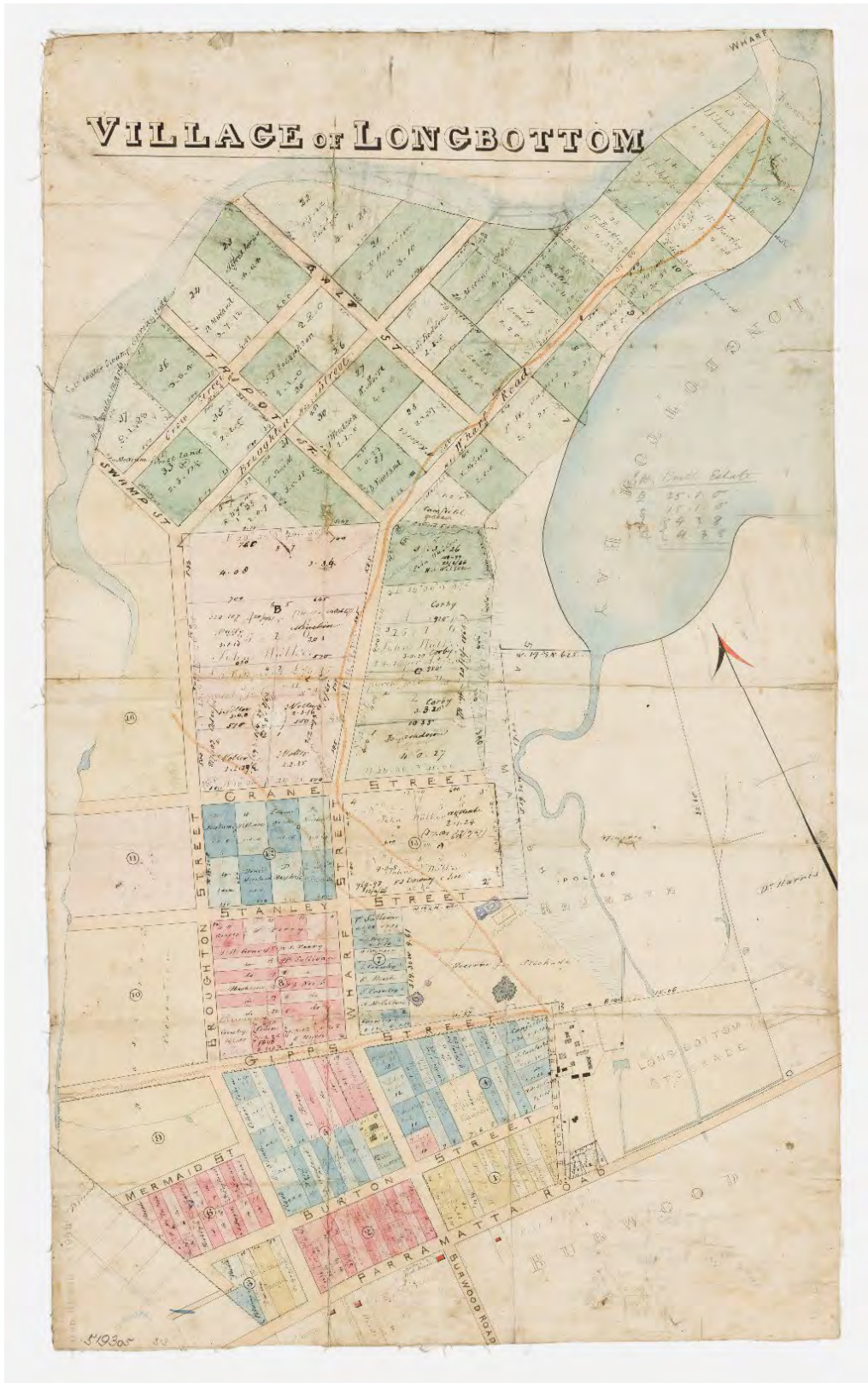


Figure 3.1 Village of Longbottom, c1829–1850. (Source: State Library of NSW, FL8777898)



Figure 3.2 Cadastral map of area near municipality of Concord, c1880. (Source: State Library of NSW, FL8786864)

Large-scale subdivisions became apparent along Parramatta Road as the mid-nineteenth century approached, following the economic downturn experienced in 1842.¹ The original village of Longbottom and Concord was consequently subdivided in 1843, as was the village of Burwood. Sales of land were concentrated around Parramatta Road, and to its north and south.

Lansdowne House (c1853), a large Georgian house on Burton Street, was built for Emanuel Neich, who moved to the Concord area in 1834 to become the licensee of the Bath Arms Hotel (corner of Burwood and Parramatta roads). Neich had a sizeable landholding in the area: Burwood Road to Broughton Street, and Parramatta Road to Gipps Street. He was also responsible for extending a road connection from Parramatta Road to the waterfront for steamer access, which is now Burwood Road. Lansdowne House remained in Neich's ownership and was subsequently used as a school. Two Victorian terraces, Melaleuca and Clewer, were built nearby to Lansdowne House in 1879, following subdivision of Neich's land. Further subdivision took place across Neich's land in the early twentieth century.

BURWOOD-CONCORD
NEICH'S
LANSDOWNE ESTATE

Auction Sale on the Ground at 3 p.m.
SATURDAY 23rd JANUARY 1915

HARDIE & GORMAN
PROPRIETARY LTD.

Auctioneers 133 Pitt St Sydney.

in Conjunction with
ORTON BROS.
Burwood & Strathfield

TERMS
40% Deposit.
Balance in 12
Quarterly Payments
(3 Years) Interest 5%

TORRENS TITLE

PHILIP W. RYCATÉ
Licensed Surveyor.
164 Pitt St Sydney

Building Covenant \$400

LOCAL SKETCH

CONCORD PARK

BROUGHTON ST

CIPPS ST

LANSDOWNE ST

BURTON ST

WHARF-LINE ROAD

TRAM

SP811-1838-28 -- 1915/1186

All measurements are subject to Top Plan

© Ginn & Co. Ltd. 1915

Figure 3.3 Subdivision advertisement, Lansdowne Estate. (Source: State Library of NSW, FL90033104)



North Strathfield was divided into east–west sections by the advent of the Great Northern Railway (Main North) heavy rail line in the late nineteenth century, with the extension of the line from Homebush to Newcastle. The eastern side was classified as Concord and the western as Homebush.

Arnott’s Biscuits began manufacturing on a site to the west of the heavy rail line from 1907, with rail access being a leading factor in its location. Rail links to the area were established with the Sydney (Redfern) to Parramatta rail line operating from 1855, with stations at Newtown, Ashfield, Burwood (Cheltenham), Homebush and Granville (Parramatta Junction). Land was purchased by Arnott’s at North Strathfield in 1906 on the promise that a rail siding on the Great Northern Railway would be built. North Strathfield Railway Station eventually began operation in 1918.

Though initially considered too distant from the city for employment, the factory eventually attracted workers to the area, so much so that a school was established at North Strathfield to accommodate the increased residential population. Residential developments to the north and eastern side of the rail line were built in the Federation and interwar periods, with single detached residential buildings and streetscapes characteristic of this time.

Having originally established a bakery in Morpeth in the mid-nineteenth century, William Arnott expanded his operations to a steam-operated biscuit factory in Newcastle in 1875. The opening of the Sydney to Newcastle railway line in 1889 provided a reliable distribution channel from Newcastle, precipitating the establishment of an Arnott’s factory and distribution centre at Forest Lodge. Arnott’s Biscuits purchased land at West Strathfield in 1906 to expand its business, and a new factory was purpose-built in Homebush, beginning operations in 1907.

The site was initially known as ‘Arnott’s folly’, due to its distance from established urban Sydney life to the east. In 1920, Arnott’s expanded with additions to the original factory buildings and new buildings along the western side of George Street, connected by an overhead footbridge. By 1933, Arnott’s had a workforce of 2,500 workers, many of whom lived within the local area. To promote its products, the company painted its logo on the railway bridge across Parramatta Road, which remains extant despite the factory’s relocation to Huntingwood in the late 1990s.² Following Arnott’s relocation, its former manufacturing buildings were redeveloped into an entertainment and commercial precinct, now known as the Bakehouse Quarter.



Figure 3.4 Arnott's Biscuits factory, c1935, Milton Kent collection. (Source: State Library of NSW, FL8810083)



Figure 3.5 Arnott's Biscuits factory, c1935, Milton Kent collection. (Source: State Library of NSW, FL8810082)

3.1 Endnotes

- ¹ Crowley, F 1980, *A Documentary History of Australia Volume 2: Colonial Australia 1841–1874*, Nelson Press, Melbourne, p 29.
- ² <http://strathfieldheritage.org/industry-commerce/arnotts-biscuits-homebush/>, accessed 15 June 2023.



Site analysis

4 Site analysis

This section provides an analysis of each study area, including individual heritage items and groups, the broader neighbourhood context, notable character areas, and connection and proximity to other neighbourhoods within the LGA. It also describes forthcoming works, such as the Sydney Metro station in Burwood–Concord, and provides high-level comment on potential changes that may result.

GML inspected the study areas on 9 March 2023. All observations and photographs were taken from the public domain; individual properties (lots or interiors) were not accessed during this inspection.

4.1 Kings Bay

The Kings Bay study area comprises two separate site areas, both adjacent to Parramatta Road. Kings Bay East is located on the northern side of Parramatta Road. At its westernmost point, it is positioned at a high point, with Parramatta Road following the landform fall to the southeast (in the city direction).

The character of Kings Bay East is characterised by PRCUTS as ‘hard urban’. This is reflected in the predominance of automotive dealerships, typically comprising one or two storey buildings surrounded by hardstand with minimal vegetation. The hard urban character is further underscored by the lack of street trees within the verge along Parramatta Road. However, side streets often host low-scale tree avenues, most of which are not heritage listed but date from the period of residential construction and are now mature.

PRCUTS controls for Kings Bay East are as follows.

- Recommended building heights: 17m/12m at Parramatta Road.
- Recommended FSR: 1.4:1.

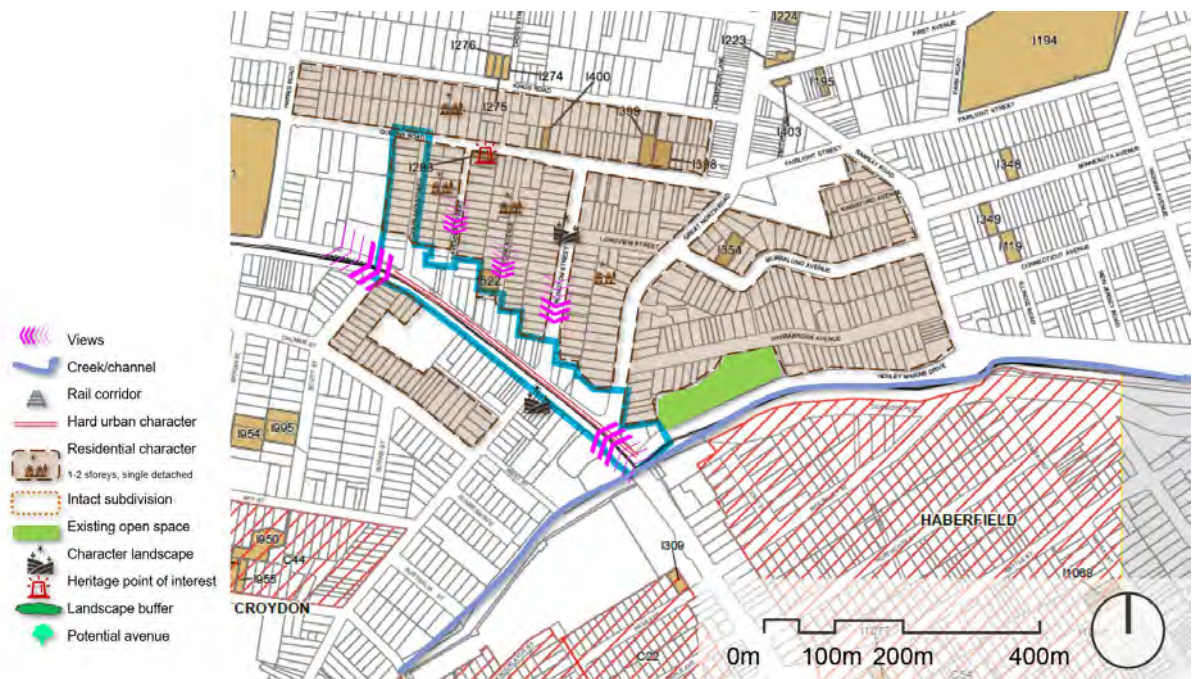


Figure 4.1 Analysis of Kings Bay East. (Source: LEP maps with GML overlay)

Site photos of Kings Bay East



Figure 4.2 Parramatta Road context.



Figure 4.3 Parramatta Road context.

PRCUTS controls for Kings Bay West are as follows.

- Recommended building heights: 17m.
- Recommended FSR: 1.4:1.



Figure 4.4 Analysis of Kings Bay West. (Source: LEP maps with GML overlay)

Site photos of Kings Bay West



Figure 4.5 Taylor Street, east side.



Figure 4.6 Taylor Street, west side.



Figure 4.7 Intersection of Parramatta Road and Taylor Street.



Figure 4.8 Taylor Street, west side.

4.2 Burwood–Concord

Development along Parramatta Road is a mix of multi-unit residential developments, Victorian and Federation shop top developments, and commercial lots. North of Parramatta Road, the area is characterised by single detached residential development. Despite being interspersed with several significant civic heritage items, these detached residential developments date predominantly from the Federation era; they are not, however, exemplary of the type. Exceptions include heritage conservation areas on Park Avenue and Salisbury Street.

Burwood–Concord is identified in the PRCUTS as a commercial gateway to Burwood Town Centre. The local area is anchored by several major open spaces: Queen Elizabeth Park to the east, and St Luke’s Park and Concord Oval to the west.

The character of Burwood–Concord is likely to change soon, with density increasing due to the forthcoming metro station. Increased density is expected within the block bounded by Parramatta Road (south), Loftus Street (east), Burton Street (north) and Burwood Road (west). This block will include multi-unit residential, commercial and retail development.

St Mary’s Church and school complex forms a key landmark at the junction of Parramatta Road and Broughton Street. The current church dates from 1928, in Romanesque style, and the complex now comprises older school buildings that have been modified, interspersed with recent structures.

PRCUTS controls for Burwood–Concord East are as follows.

- Recommended building heights: 8.5m (TH)/17m/24m/40m.
- Recommended FSR: 0/5:1 (TH)/1.4:1/2.1:12.4:1.



Figure 4.9 Analysis of Burwood–Concord East. (Source: LEP maps with GML overlay)

Site photos of Burwood–Concord East



Figure 4.10 Queen Elizabeth Park.



Figure 4.11 Burwood Road, east side.



Figure 4.12 Burwood Road, west side.



Figure 4.13 Multi-unit walk-up residential development west of St Luke's Church.

PRCUTS controls for Burwood–Concord West are as follows.

- Recommended building heights: 12/21/24m.
- Recommended FSR: 1.0: 1/1.4: 1/2.3: 1/1.5: 1.



Figure 4.14 Analysis of Burwood–Concord West. (Source: LEP maps with GML overlay)

Site photos of Burwood–Concord West



Figure 4.15 Ada Street, looking west.



Figure 4.16 Coles Street, looking north.



Figure 4.17 Melbourne Street, rear laneway.



Figure 4.18 Forster Street streetscape.

4.3 Bakehouse Quarter

The Bakehouse Quarter is located to the north of Parramatta Road, at its junction with George Street and with the motorway overpass framing the entry off Parramatta Road, which forms the precinct's southern boundary. It is bounded by a heavy rail line to its east, and the channelised Powells Creek along its western boundary.

The area is dominated by a variety of industrial buildings, associated with Arnott's Biscuit manufacturing on the site from the early 1900s. The remaining factory and office buildings provide historical evidence of large-scale food manufacturing and demonstrate Arnott's occupation of the site from 1907 until 1996. The site's proximity to rail connections was key to its development, and likewise was the catalyst to residential development nearby, as the factory drew its workforce from local areas. The site hosted a variety of non-industrial uses for workforce use, including tennis courts (no longer extant), a canteen and a bowling club. Remaining heritage fabric is mostly built form,

with the majority of machinery and equipment removed. Likewise, several buildings have been demolished or relocated since Arnott's vacated the site.

Due to its industrial nature, and in contrast to residential areas nearby, this area has minimal mature landscape with the exception of recently planted street trees and vegetation along Powells Creek and its adjacent open space.

Unsympathetic commercial development is evident along the western side of George Street, and close to the Parramatta Road junction.

Future development north of George Street, north of Allen Street and Hamilton Street East, in the vicinity of Our Lady of the Assumption Catholic School, will increase in density as a result of the future Sydney Metro Station at North Strathfield.

PRCUTS controls for the Bakehouse Quarter are as follows.

- Recommended building heights: 32m.
- Recommended FSR: 4.0:1.

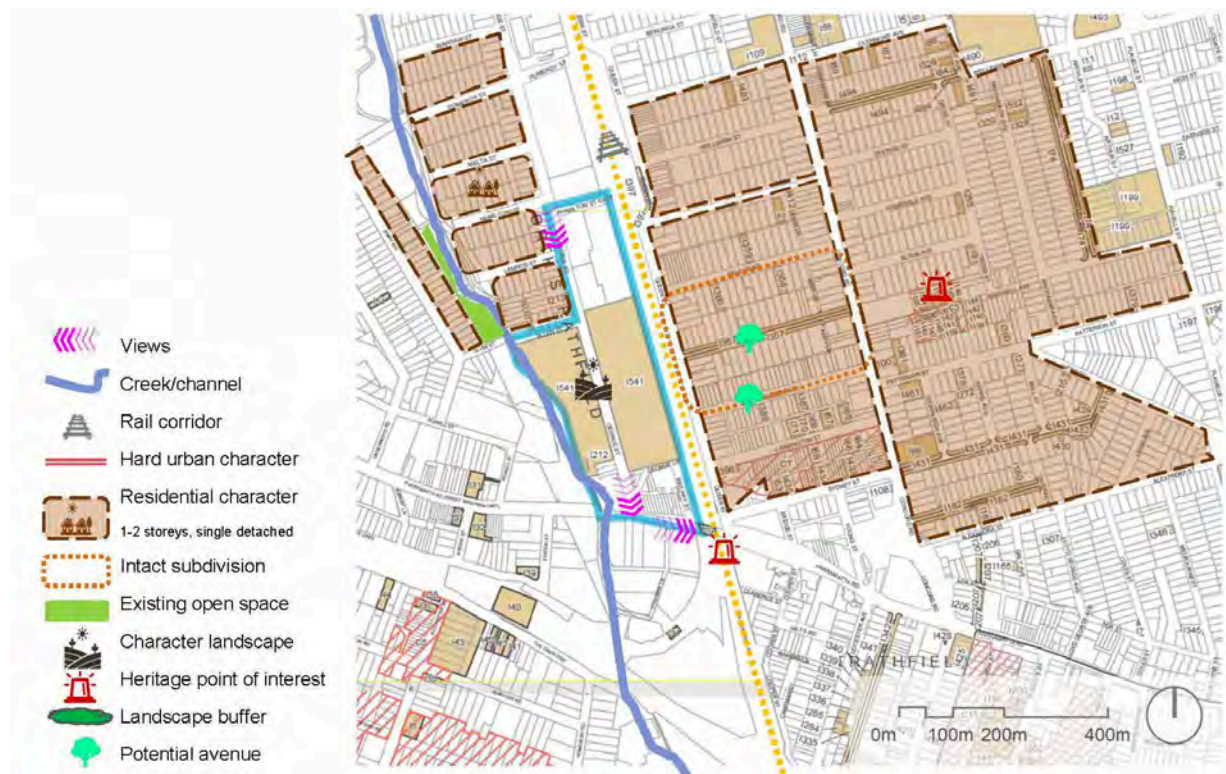


Figure 4.19 Analysis of Bakehouse Quarter. (Source: LEP maps with GML overlay)

Site photos of Bakehouse Quarter



Figure 4.20 Bakehouse Quarter: built heritage streetscape.



Figure 4.21 Western Motorway overpass.



Figure 4.22 Recent multi-unit residential development, Parramatta Road.

Key reference document: Draft Sydney Metro Local Planning Study Stage 3—North Strathfield, SJB for Canada Bay Council, 2022.

Draft heritage controls





5 Draft heritage controls

The following section provides master plan analysis, draft heritage advice and draft development controls to conserve heritage significance and maintain each area’s character. It also details any departures from the PRCUTS Planning and Design Guidelines considered necessary for potential new development to respond sensitively to heritage items and HCAs so as to minimise adverse heritage impacts.

5.1 Kings Bay

Table 5.1 Kings Bay East—key outcomes.

Investigation area	Key findings
Master plan analysis	<ul style="list-style-type: none"> The master plan proposes increased density along the Parramatta Road frontage. Development to street edge on Parramatta Road is consistent with PRCUTS character analysis and provides a transition zone to the north. Transition heights are incorporated into interface zones, to provide a step down to single detached residential development to the north.
PRCUTS controls	<p>Recommended building heights of 17m/12m at Parramatta Road, FSR of 1.4:1:</p> <ul style="list-style-type: none"> Proposed building heights are appropriate to context.
Recommendations	<ul style="list-style-type: none"> Heritage controls in Canada Bay Development Control Plan (DCP) apply. Buffer zone to accommodate spatial and visual separation from heritage item at 1A–5 York Ave (I522). There is opportunity for future development in Kings Bay to engage with terminating views of character shop top development at junction with Parramatta Road. New development fronting York Avenue must have a 0m setback to align with the adjoining local heritage item to its north, at 1A–5 York Avenue (see Figure 5.3).
Draft heritage principles	<ul style="list-style-type: none"> Development must respond to and complement character buildings, landscapes and streetscapes.
Draft heritage controls	<ul style="list-style-type: none"> Heritage controls in Canada Bay DCP apply.

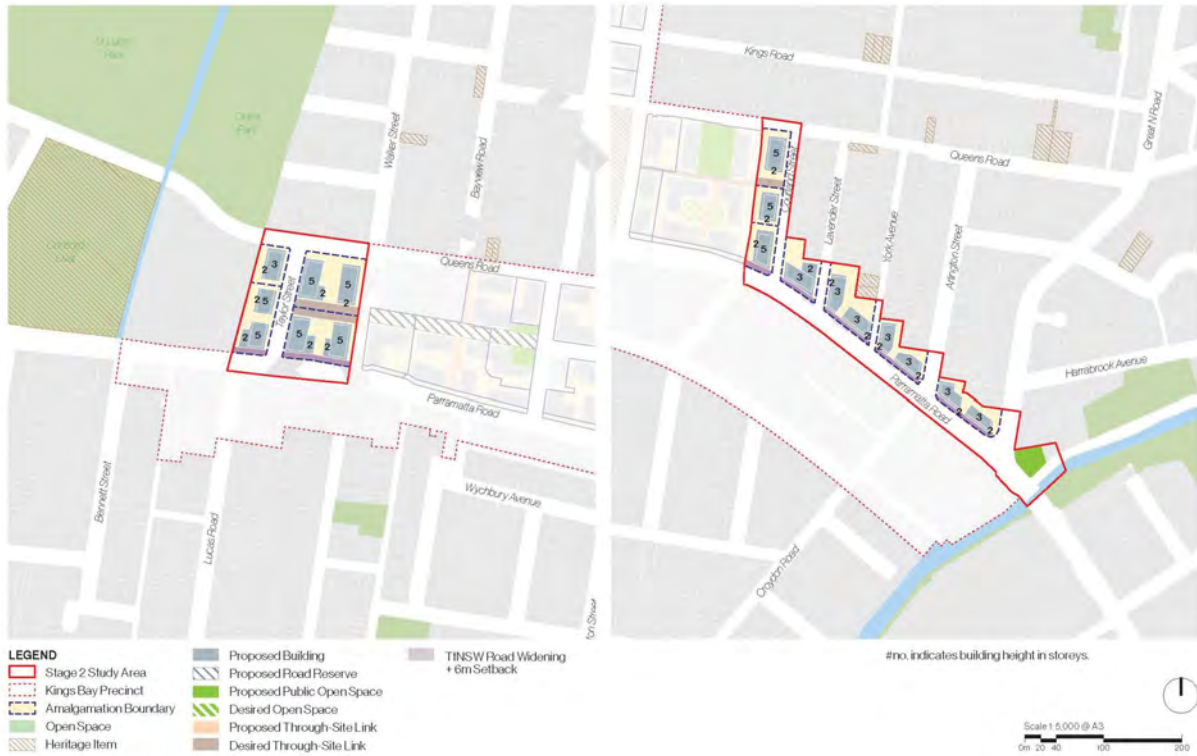


Figure 5.1 Kings Bay: master plan proposed height controls. (Source: GroupGSA)

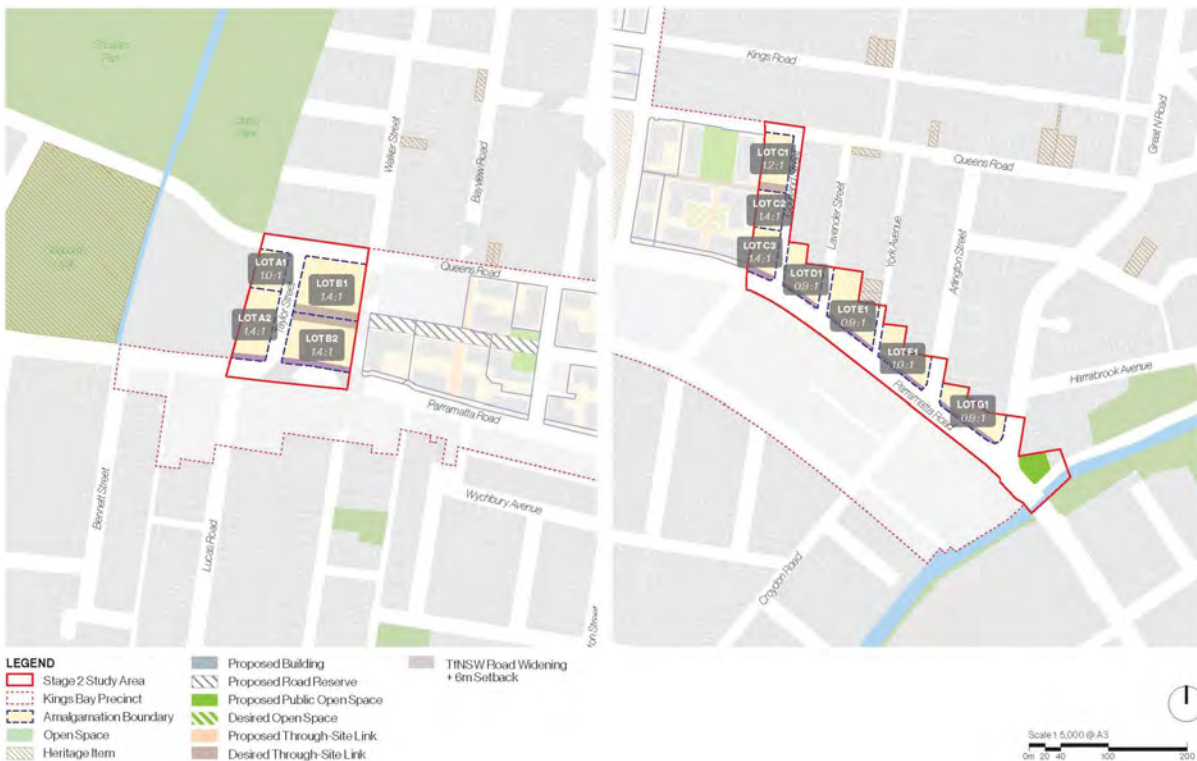


Figure 5.2 Kings Bay: master plan proposed lot amalgamations. (Source: GroupGSA)

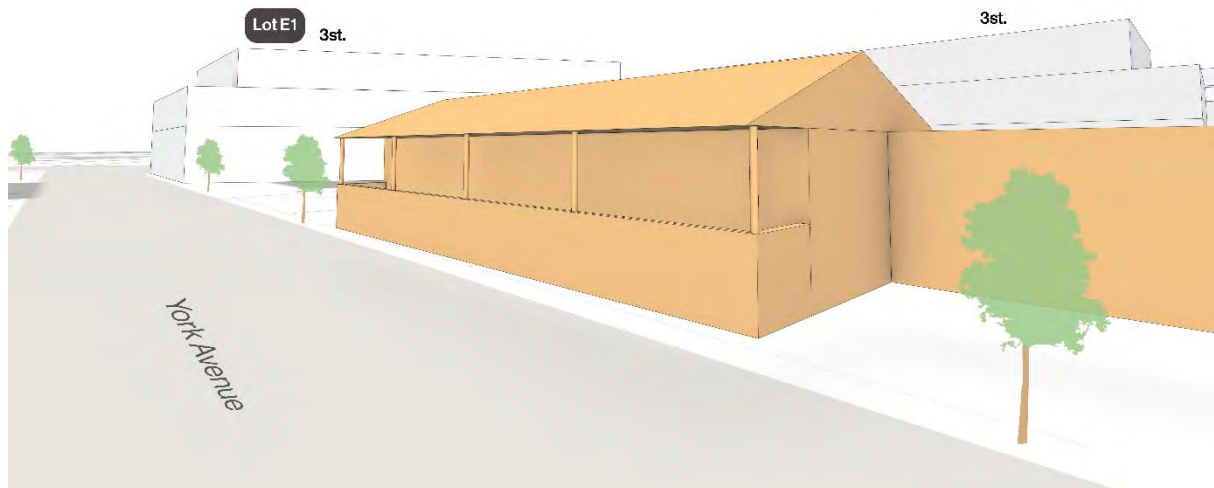


Figure 5.3 Kings Bay: York Avenue heritage impacts analysis, Lot E1 and local heritage item (orange). (Source: GroupGSA)

Table 5.2 Kings Bay West—key outcomes.

Investigation area	Key findings
Master plan analysis	<ul style="list-style-type: none"> • There is likelihood of minimal heritage impacts within this study area, due to lack of heritage items, except for a local item at 1A-5 5 York Ave (1522) adjacent to the study area boundary.
PRCUTS controls	<p>Recommended building heights of 17, FSR of 1.4:1:</p> <ul style="list-style-type: none"> • Increased density fronting Parramatta Road is an appropriate distribution of heights across the site. • FSR is generally consistent with PRCUTS, with the exception of the north-west corner lot. Reduced FSR is proposed to provide a transition to open space and single detached residential development within intact subdivision, to the north.
Recommendations	<ul style="list-style-type: none"> • As there are no heritage items within this study area, heritage controls in Canada Bay DCP apply.
Draft heritage principles	<ul style="list-style-type: none"> • Development must respond to and complement character buildings, landscapes and streetscapes. • New development is encouraged to engage with view corridors to local landscape heritage, such as St Luke’s Park.
Draft heritage controls	<ul style="list-style-type: none"> • Heritage controls in Canada Bay DCP apply.



5.2 Burwood–Concord

Table 5.3 Burwood–Concord East—key outcomes.

Investigation area	Key findings
Master plan analysis	<ul style="list-style-type: none"> Amalgamated lots are proposed for heritage items in Lot H and G, seeking opportunities to create density with minimised heritage impacts. Through-site links have been positioned to retain heritage curtilage in Lot H and enhance heritage significance.
PRCUTS controls	<p>Recommended building heights of 8.5m (TH)/17m/24m/40m, FSR of 0/5:1 (TH)/1.4:1/2.1:12.4:1:</p> <ul style="list-style-type: none"> Townhouse height controls are generally consistent with PRCUTS controls (lots A, B C, D, F). Proposed FSR differs in A1, C1 to respond to heritage contexts for townhouse development. D1-D20 has increased FSR, with minimal heritage impacts anticipated. Lots E, G, H, and most of J are consistent with PRCUTS FSR controls. Lot I proposals respond to heritage context and single residential items and St Luke’s Church: lesser heights and densities minimise solar, spatial and visual impacts on existing heritage items.
Recommendations	<ul style="list-style-type: none"> Heritage controls in Canada Bay DCP apply. When a development lot is adjacent to a heritage item, a transition zone of two storeys to three storeys along the shared boundary interface is recommended (see Figure 5.11). Maintaining a transition zone responds to the existing prominence of one storey to two storey heritage items within this area.
Draft heritage principles	<ul style="list-style-type: none"> Change to existing heritage items must be holistically approached to consider heritage values, setting, curtilage, views and heritage fabric. Amalgamation with adjacent blocks is supportable, subject to technical guidance from an experienced heritage professional. See also, PRCUTS innovation provision: Heritage items could be integrated into larger-scale developments/amalgamated sites provided legibility/prominence and appropriate setting is maintained (see Burton Street analysis, Figure 5.9). Adaptive re-use of existing heritage items to provide local goods and services and support/encourage active transport uses is encouraged, such as neighbourhood shops and small-scale businesses Opportunities for street tree plantings should be identified, and existing avenues renewed and enhanced, to extend the existing street tree character. New development footprint and outlooks should be, as much as practicable, located and oriented away from overlooking and overshadowing residential heritage items.



Investigation area	Key findings
	<ul style="list-style-type: none"> • New development is encouraged to engage with view corridors to local landscape heritage, such as St Luke’s Park, Queen Elizabeth Park and Goddard Park. Enhance streetscape planting where practicable, to create landscape corridors between landscape heritage places.
<p>Draft heritage controls</p>	<ul style="list-style-type: none"> • Development must respond to and complement character buildings, landscapes and streetscapes. • Development must respond to and complement the heritage items and contributory buildings within heritage conservation areas, including streetscapes and lanes. • Identified heritage significance of landscape heritage items must not be compromised by increased density, including views, overshadowing and construction impacts on landscape items. • Scale and visual presentation of development within sightlines of local landscape heritage items must be visually recessive in colour, materials and reflectivity. Neutral tones and textures are required. • New through-site links shall be designed to avoid impacts to identified heritage significance, in built form, setting or landscape. Work with existing subdivision pattern to make block connections, replace street trees to encourage canopy cover, and install public domain works that minimise impacts to heritage item boundaries. • Design infill development should respond to the scale and street alignment of retained single detached residential buildings. • The curtilage around detached heritage items must be maintained, ensuring visual appreciation of built form and landscape setting. • Original neighbourhood shops with identified heritage significance are encouraged to return to that use. • Low-rise development in the vicinity of St Luke’s Church to be two storeys with a third storey permissible within the roof pitch, consistent with Canada Bay LEP 2013, current DCP controls, and National Construction Code requirements. New development around St Luke’s Church is to ensure heritage impacts are minimised to the church building and its landscape setting, including its grounds and significant trees.



Figure 5.4 Burwood–Concord East: master plan proposed height controls. (Source: GroupGSA)



Figure 5.5 Burwood–Concord East: master plan proposed lot amalgamations. (Source: GroupGSA)



Figure 5.6 Burwood–Concord East: heritage impacts analysis, overshadowing. (Source: GroupGSA)

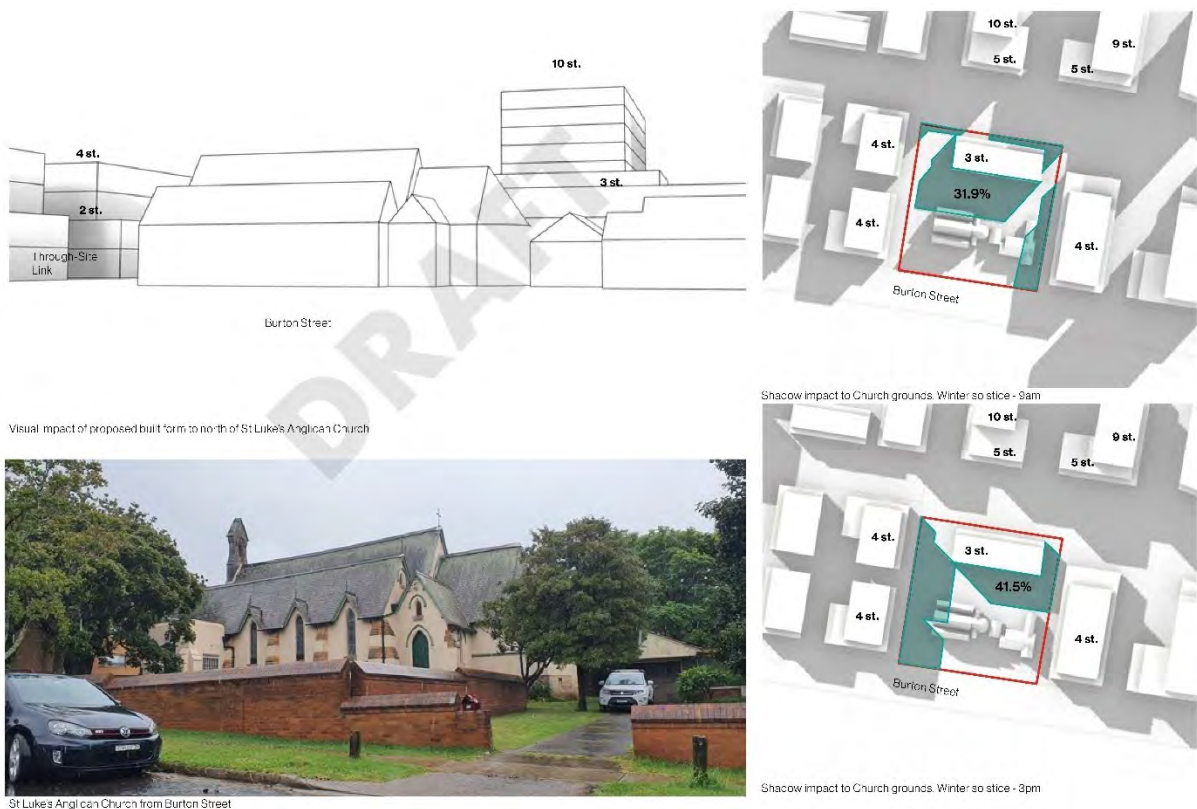


Figure 5.7 Burwood–Concord East: master plan St Luke's heritage impacts analysis. (Source: GroupGSA)



Figure 5.8 Burwood–Concord East: heritage impacts analysis, bird's eye view. (Source: GroupGSA)



Figure 5.9 Burton Street, Concord East: heritage impacts analysis to Lansdowne House (view to east). (Source: GroupGSA)



Figure 5.10 Burton Street, Concord East: heritage impacts analysis to Melaleuca and Clewer terraces and Lansdowne House. (Source: GroupGSA)



Figure 5.11 Burwood-Concord East: heritage impacts analysis to 33 and 35 Burwood Road. (Source: GroupGSA)



Table 5.4 Burwood–Concord West—key outcomes.

Investigation area	Key findings
Master plan analysis	<ul style="list-style-type: none"> • Lot amalgamations have been designed to provide increased density and transition zones to single detached residential development to the north of the study area. • Controls are proposed to minimise visual and spatial impacts on local heritage items (see Figure 5.15, Figure 5.16). • Separation, by through-site links or transition heights, is provided from increased densities on Ada Street to existing single detached residential development to the north of the study area.
PRCUTS controls	<p>Recommended building heights of 12/21/24m, FSR of 1.0:1/1.4:1/2.3:1/1.5:1:1:</p> <ul style="list-style-type: none"> • PRCUTS FSR to Lot A1 and A2 have been reduced in response to potential impacts to a local heritage item on Franklyn Street. Heights to Parramatta Road, adjacent to the heritage item, have been reduced to 12m, with potential for amalgamation of the two lots. • Other than recognising heritage significance, Lot A is consistent with PRCUTS controls. • Lots B and C are generally consistent with PRCUTS, given their primary frontage to Parramatta Road. • Proposed controls for Lot D have been reduced, to retain visual curtilage and minimise impacts to local heritage items on Ada Street. • Proposed controls for lots E, F, G and H have been reduced, responding to the likelihood of impacts to heritage items, and potential spatial and visual impacts to the largely intact single detached residential character to the north of the study area.
Recommendations	<ul style="list-style-type: none"> • Heritage controls in Canada Bay DCP apply. • Updating the existing heritage listing on Franklyn Street for street trees is recommended, as the subject trees are no longer extant. • Lot H-H1 (two storey), and H-H2 (one storey) are recommended to retain their existing height. They have minimal tolerance for change in height. • Single heritage items in Lot H-H2, to the west of St Mary's, are not recommended for amalgamation: 1 Foster Street (1203) and 3 Ada Street (12), as their identified heritage significance is unrelated. • Lot A-H1, a local heritage item at 6 Franklyn Street (1205), is at risk of becoming an isolated lot. The proposed increase in density to its north will prevent solar access and reduce amenity. A review of heritage values associated with this item is recommended, examining sensitivity to change and cumulative impacts as proposed (see Figure 5.17, Figure 5.18).



Investigation area	Key findings
	<p>Amalgamation of all lots on the western side of this block of Franklyn Street should be considered as part of this process.</p> <ul style="list-style-type: none"> • Lot H3 is to have a maximum height of two storeys, in response to adjacent one storey and two storey heritage items at 1 Foster Street (I203), 3 Ada Street (I2) and 7 Ada Street (I5). A third storey is permissible for Lot H3 within the roof pitch, consistent with Canada Bay LEP 2013, current DCP controls, and National Construction Code requirements. • To ensure a consistent planning response to 6 Franklyn Street, a two-storey podium is recommended to the Franklyn Street frontage of Lot A3.
<p>Draft Heritage principles</p>	<ul style="list-style-type: none"> • Ensure the form, scale and density of new development is compatible with local heritage and streetscapes. • Ensure the heritage significance of identified heritage items are maintained, with curtilage and setting respected.
<p>Draft heritage controls</p>	<ul style="list-style-type: none"> • Development must respond to and complement heritage items and character buildings, landscapes and streetscapes. • Through-site links are to be located and designed to provide a built form transition between existing single detached residential development and future increased density adjacent.



Figure 5.12 Burwood–Concord West: master plan proposed height controls. (Source: GroupGSA)



Figure 5.13 Burwood–Concord West: master plan proposed lot amalgamations. (Source: GroupGSA)



Figure 5.14 Burwood–Concord West: master plan heritage impacts analysis, potential overshadowing across study area. (Source: GroupGSA)



Figure 5.15 Burwood–Concord West: master plan heritage impacts analysis, potential overshadowing to heritage items. (Source: GroupGSA)

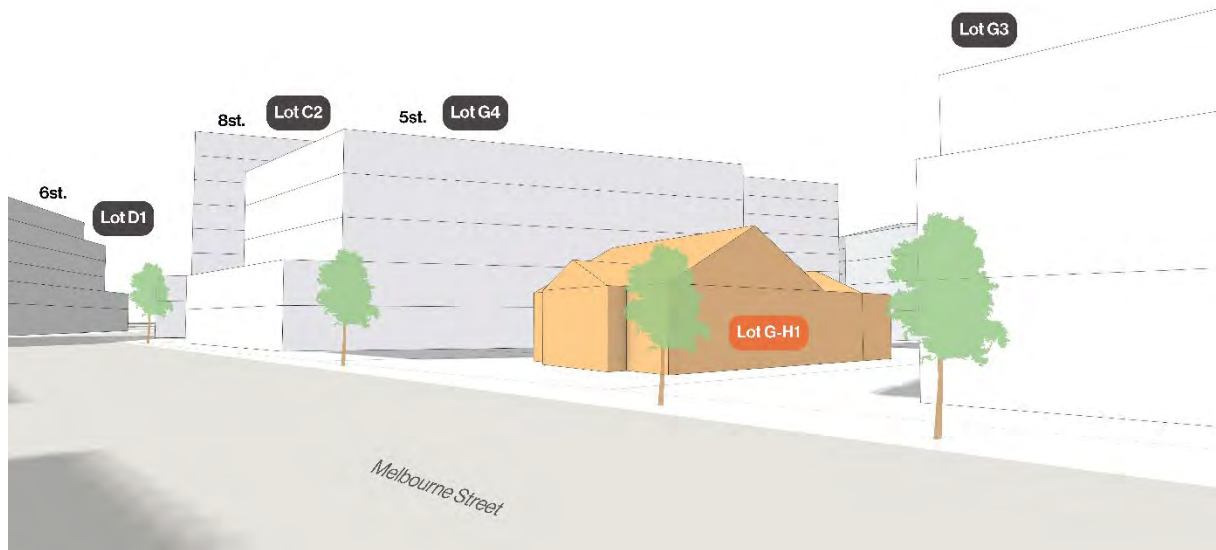


Figure 5.16 Burwood–Concord West: heritage impacts analysis, Melbourne Street interface.
(Source: GroupGSA)



Figure 5.17 Burwood–Concord West: heritage impacts analysis, Franklyn Street. (Source: GroupGSA)

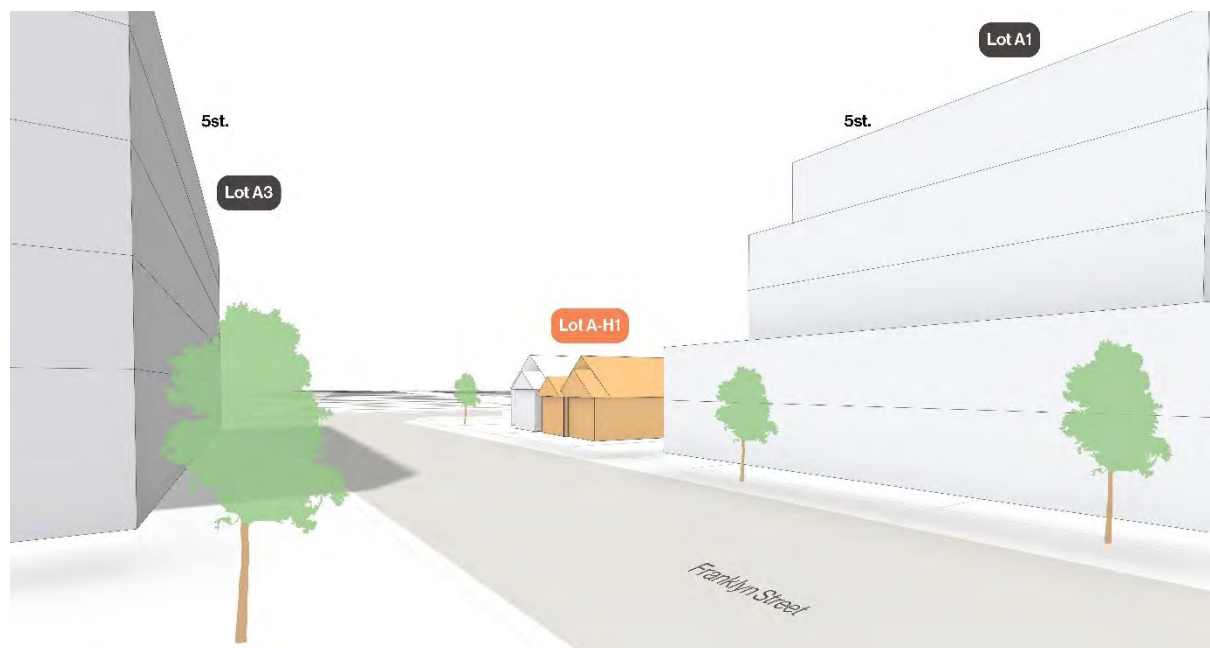


Figure 5.18 Burwood–Concord West: heritage impacts analysis, Franklyn Street. (Source: GroupGSA)



5.3 Bakehouse Quarter

Table 5.5 Bakehouse Quarter—key outcomes.

Investigation area	Key findings
Master plan analysis	<ul style="list-style-type: none"> • Design approaches for this study area have concentrated development to the north of the study area, where there is nil heritage fabric. • A selected increase in density, with proposed low-scale towers located along the eastern boundary adjacent to the heavy rail line, is located within existing heritage-listed built form. This proposal is subject to further investigation of the significance, retention and capacity for change of heritage fabric. • Increased densities have been sited along Allen Street, to respond to and engage with future increased densities resulting from the planned Sydney Metro stop. • Master planning controls of eight storeys at the northern end of the study area are consistent with PRCUTS maximum heights, and also with Council's resolution for Sydney Metro area. • The capacity of the site's southern boundary, separated from the study area by the motorway overpass, has been maximised with increased density, with minimal impacts to heritage significance. This is also an opportunity to create a built form identity at the entry to the Bakehouse Quarter.
PRCUTS controls	<p>Recommended building heights of 32m, FSR of 4.0:1:</p> <ul style="list-style-type: none"> • These building heights and densities are not achievable across the majority of the Bakehouse Quarter, due to likely impacts to heritage fabric. • Most building height increases are recommended to be concentrated to existing strata units to the north of the study area, locating these close to future improved transport connections. • There is some tolerance for an increase in heights, to be concentrated along the heavy rail line adjacent to the eastern boundary.
Recommendations	<ul style="list-style-type: none"> • Heritage controls in Canada Bay DCP apply. • A comprehensive conservation management plan (CMP) should be prepared, to investigate and confirm the tolerance for change of identified heritage fabric to accommodate increased density. A cautious approach with specifically located and limited higher density has been proposed, and would be subject to verification through the preparation of a CMP and detailed design.



Investigation area	Key findings
	<ul style="list-style-type: none"> • Additional building height is not recommended where it is visible along the George Street frontage of existing heritage buildings. It may be appropriate in locations where it presents no visual impacts. • Investigation into the site's rich industrial archaeological history is a valuable source for future localised heritage interpretation.
<p>Draft heritage [character] principles</p>	<ul style="list-style-type: none"> • Maintain, reinforce and interpret the industrial character of the Arnott's era site occupation. • Ensure the form, bulk, scale and density of new development is compatible with and sensitive to the key qualities of the Bakehouse Quarter. • Materials and colours of new development shall be responsive to existing heritage built form, and shall be designed to avoid visual dominance. • Conserve and enhance views to and from key heritage built form. • High-quality public domain improvements that enhance heritage character and provide public amenity. • Views to and of identified heritage fabric are to be maintained. • Define and maintain the existing identified character of George Street (between Parramatta Road and Allen Street). • Ensure new infill development is set back from the street frontage, and reinforce the predominance of heritage façades in height, setbacks and street alignment. • Design new infill development to retain the scale and massing of heritage elevations and the original roof form as viewed from primary street frontages. • Encourage a mix of uses that support residential, retail and commercial activities. • Encourage a variety of uses, particularly at ground level, to activate the public domain and encourage a 24-hour economy. • Establish connections to active transport, and new and existing open space. • A conservation management plan must address public domain and streetscape requirements, including but not limited to views, amenity, street tree plantings and street activation within the heritage context (Figure 5.23). • Council must be involved, as a stakeholder, in the development of any future conservation management plan.



Investigation area	Key findings
	<ul style="list-style-type: none"> To meaningfully provide heritage policy guidance, a conservation management plan must precede any design development for the Bakehouse Quarter.
<p>Draft heritage controls</p>	<ul style="list-style-type: none"> Development is to respond to and complement heritage items, contributory buildings and streetscapes. Future development is to be of high design and construction quality, and sympathetic to its heritage context in form, bulk, scale and material selection. Development is required to be set back from street frontages such that there is minimal visual intrusion on the George Street streetscape, with sightline impacts to be demonstrated. Parapets along the western side of George Street are to be lower at the street edge, such as the three-storey parapet to Lot C4, proposed along the western side of George Street and intended to ameliorate potential heritage impacts from the five-storey height recommended within the site. Retain industrial built form such that it is still visible in the public domain, including roof form, material elevations, and building footprint. Integrate and interpret industrial history into public domain elements. New development must not overshadow public domain. New developments on the corner of George Street and Parramatta Road are to be of landmark quality that announce the entry to the Bakehouse Quarter and communicates its special nature. PRCUTS standard statutory controls: The presence of a larger landmark building should not be used as a precedent for increasing the scale of infill development; and, on corner sites, development should reinforce the visual prominence of corner sites by its built form, massing and architectural merit. New infill development should not compete with heritage fabric but be designed to complement and enhance heritage significance.



Figure 5.19 Bakehouse Quarter: proposed master plan height controls. (Source: GroupGSA)



Figure 5.20 Bakehouse Quarter: proposed master plan lot amalgamations. (Source: GroupGSA)



Figure 5.21 Bakehouse Quarter: proposed master plan, overshadowing across whole study area. (Source: GroupGSA)



Figure 5.22 Bakehouse Quarter: proposed master plan, overshadowing to heritage items. (Source: GroupGSA)

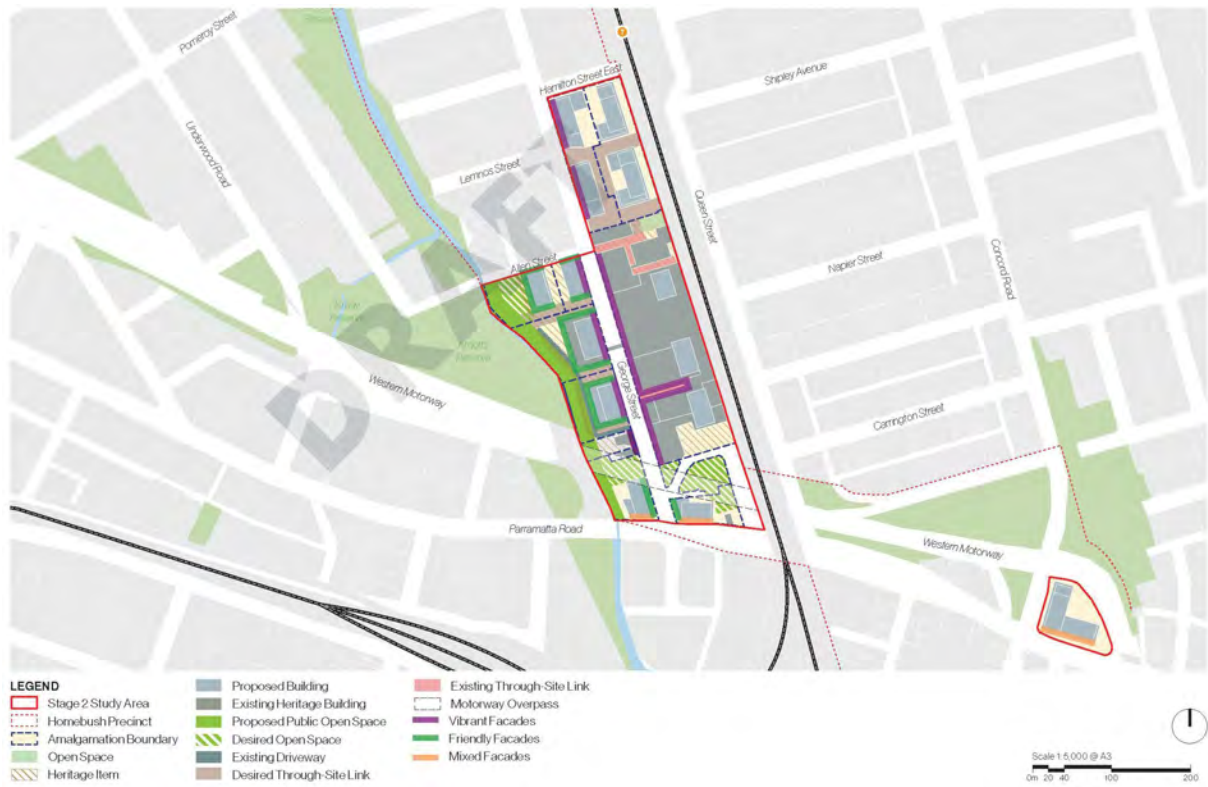


Figure 5.23 Bakehouse Quarter: proposed master plan active frontages. (Source: GroupGSA)

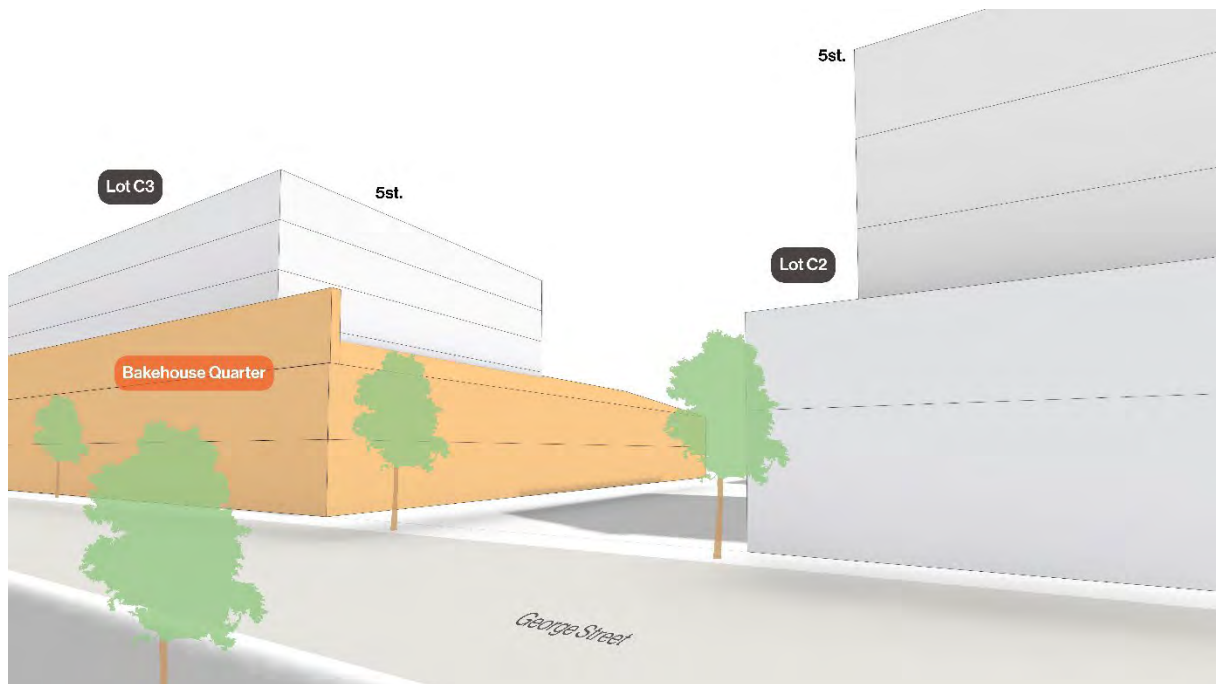


Figure 5.24 Bakehouse Quarter: heritage impacts analysis, George Street (immediately south of Allen Street). (Source: GroupGSA)

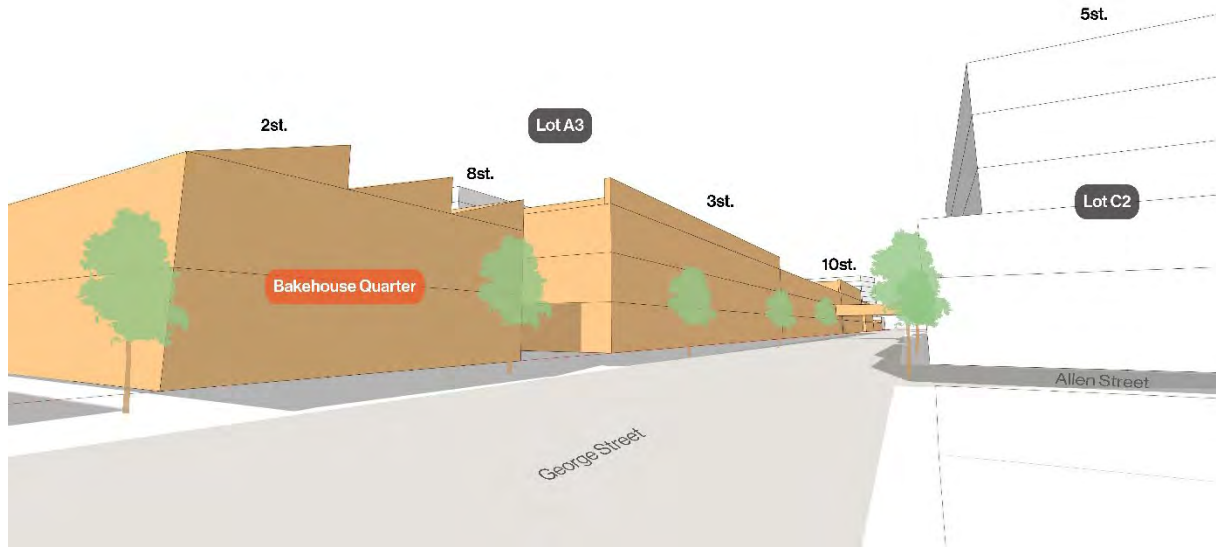


Figure 5.25 Bakehouse Quarter: heritage impacts analysis, corner George and Allen streets.
(Source: GroupGSA)

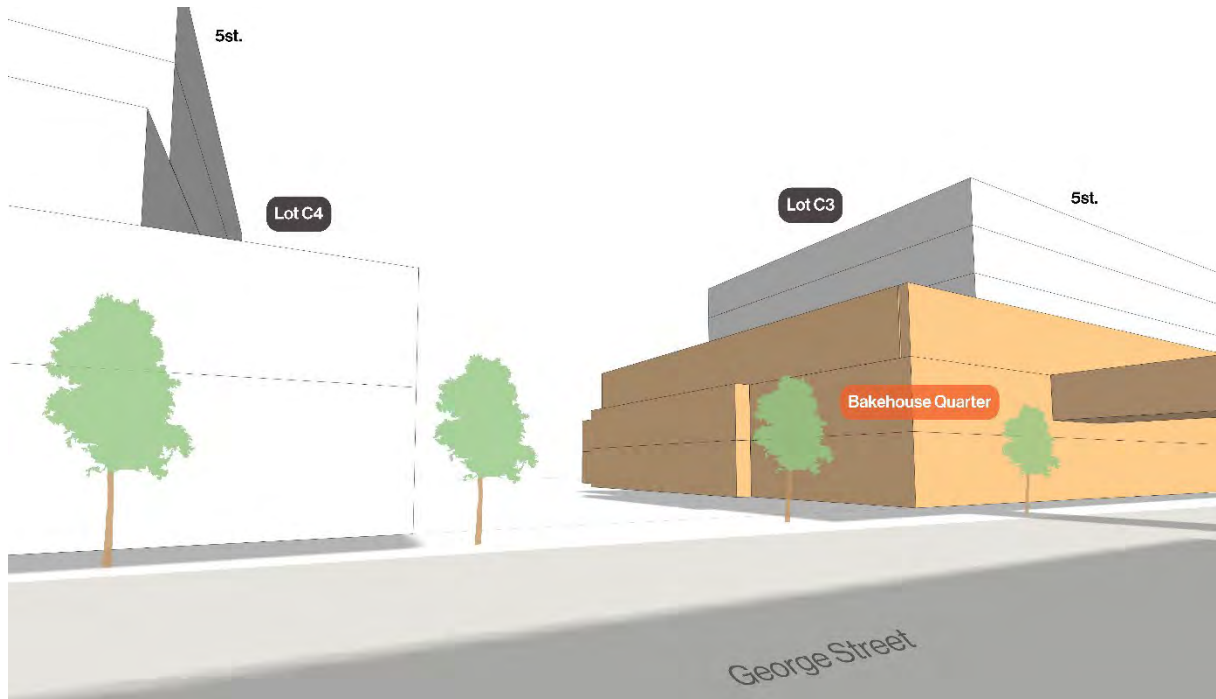


Figure 5.26 Bakehouse Quarter: heritage impacts analysis, additional heights to heritage fabric.
(Source: GroupGSA)

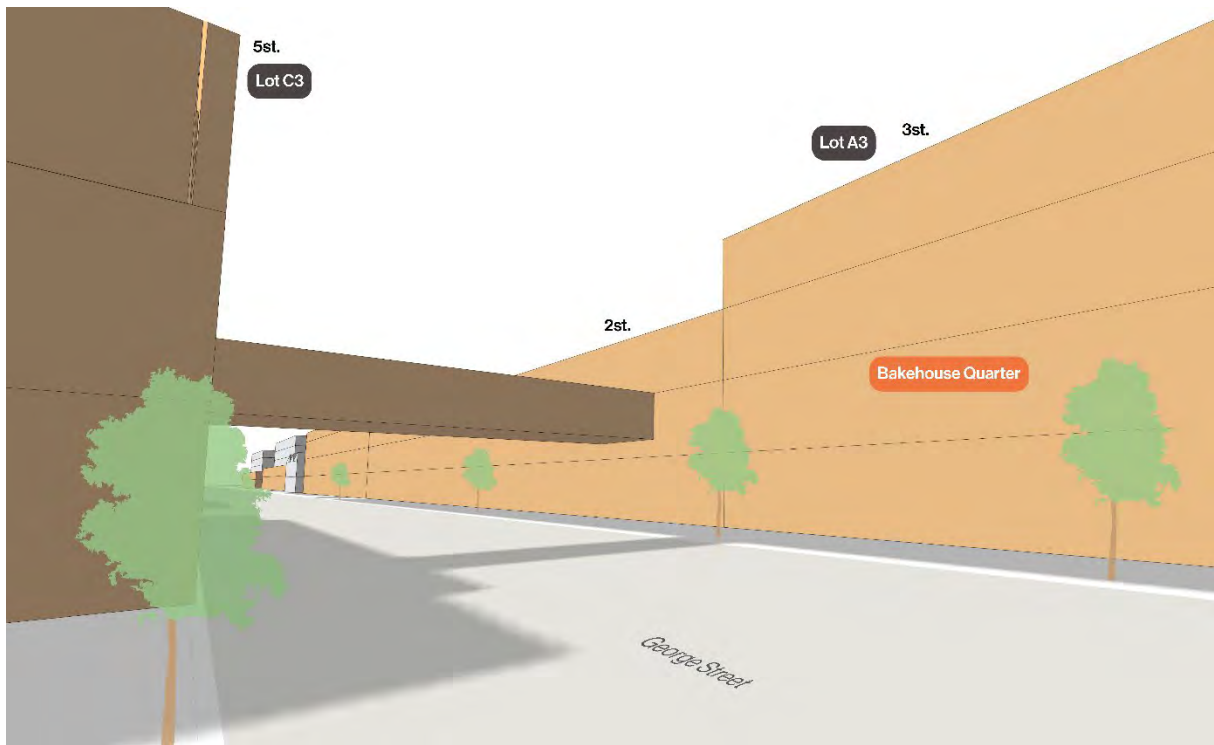


Figure 5.27 Bakehouse Quarter: heritage impacts analysis, George Street. (Source: GroupGSA)

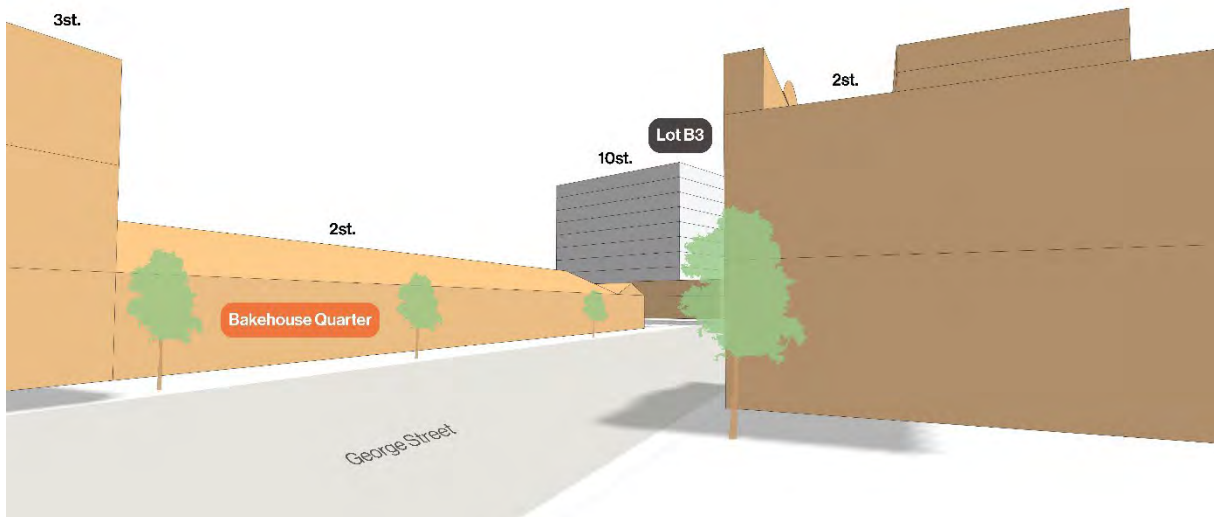


Figure 5.28 Bakehouse Quarter: heritage impacts analysis, view to western side of George Street. (Source: GroupGSA)

Conclusions and
recommendations

6 Conclusions and recommendations

The master planning process for Kings Bay, Burwood–Concord and the Bakehouse Quarter has produced a detailed set of documents that balances the retention and conservation of existing heritage items with increased housing choice.

We recognise that this study forms the basis of potential future development in these areas, but also that the implementation of such recommendations would be subject to substantial financial investment and detailed design development processes, over a long period of time. Therefore, it is of utmost importance that heritage advice and impact assessment continue to be sought and considered in the progression of changes in these areas.

Recommendations:

- Kings Bay:
 - The draft controls proposed in this document be adopted for this study area.
- Burwood–Concord:
 - The draft controls proposed in this document be adopted for this study area.
- Bakehouse Quarter:
 - The draft controls proposed in this document be adopted for this study area.
 - A detailed CMP is to be prepared, to proactively inform possibilities for locating and increasing density within the study area, with minimal impacts to heritage fabric and characteristic views.
 - The CMP must be prepared well in advance of any concept or detailed design development proposal for the site in order to meaningfully contribute to the design development process.
 - The CMP must have a whole of heritage curtilage/site and assemblage of buildings approach to the analysis, gradings of significance, tolerance for change and conservation policies in the CMP.
 - The CMP must be prepared in accordance with Heritage NSW best practice guidelines for the preparation of CMPs.
 - Canada Bay Council should be a stakeholder in the scoping, preparation and consultation for the preparation of the CMP.
 - Draft controls in this document are recommended to be reviewed and updated following preparation of a CMP.