



**Proposed Student
Accommodation
Development – 196
Grenfell Street,
Adelaide**

Heritage Impact Statement

DA234416 - ISSUE C - 30.01.24

*dash*architects

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Document Revision Register

Rev.	Rev. Date	Written	Reviewed	Details / Changes
-	17.01.24	David Holland	Jason Schulz	Report issued
A, B, & C	30.01.24	David Holland	n/a	BFG documents reference updated.

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1.0 Introduction

During 2023, DASH Architects was engaged by Wee Hur Holdings Ltd (Wee Hur) to provide professional Heritage Consultancy Services to it and its Design Architects, Brown Falconer, in relation to the proposed Student Accommodation Development at 196 Grenfell Street, Adelaide (the Development).

The Site on which the Development is proposed comprises two titles, one of which contains a Local Heritage Place (LHP), called the 'Crown and Anchor Hotel' (Figure 1 below).



Figure 1: Image of Crown and Anchor Hotel, taken from East (by Author)

Wee Hur has then further engaged DASH Architects to prepare this Heritage Impact Statement (HIS) to:

- Identify the nature and extent of the heritage listing of the LHP.
- Assess how the Development address the relevant heritage provisions within the Planning and Design Code (the Code).

This HIS has only considered issues related to Historic (or European) built heritage. It has not considered either archaeological issues or Indigenous heritage issues.

In preparing this HIS we have:

- Undertaken a desktop of review of readily available information relating to the heritage listings on the site and in the Locality.
- Visited the Site (including the interior of the LHP) and its locality.
- Reviewed the Planning and Design Code (the Code) and identified the relevant heritage provisions.
- Reviewed various iterations of the design drawings prepared by Brown Falconer.

- Reviewed the final proposal for the Development (as per schedule below) – Rev 2, dated 29th January 2024.

ARCHITECTURAL DRAWING SCHEDULE	
Sheet Number	Sheet Name
DA00	COVER SHEET
DA01	CONTEXT & SITE ANALYSIS - SHEET 1
DA02	CONTEXT & SITE ANALYSIS - SHEET 2
DA03	EXISTING CONDITIONS AND PROPOSED SITE PLAN
DA04	SITE AND SERVICE ANALYSIS
DA05	FORM DEVELOPMENT
DA06	PROPOSED DEVELOPMENT
DA07	HERITAGE STUDY
DA08	GROUND FLOOR PLAN
DA09	FLOOR PLANS - ACCOMMODATION LEVELS
DA10	DETAILED ROOM PLANS
DA11	ELEVATIONS
DA12	ELEVATIONS
DA13	ESD TARGET AND THE ADAPTABILITY
DA14	3D IMAGES
DA15	3D IMAGES

- Met with Wee Hur’s Development Manager, and its other consultants: Brown Falconer (Design Architects), and Masterplan (Consulting Planners), and its preferred contractor, Synergy Construct.
- Met with Simon Weidenhofer, Senior Conservation Architect with the Adelaide City Council.
- Attended a PLP meeting and a design review session with PLAN SA.

2.0 About us

DASH Architects was founded in 1964, and has established itself as one of South Australia’s leading practices specialising in the provision of heritage architectural services. Over the past 50 years DASH Architects has established a reputation as one of the State’s leading architectural practices in the following specialist heritage fields:

- Heritage Conservation.
- Heritage Assessment and Impact Assessment.
- Heritage Advisory Services.
- Heritage Policy Development.
- Condition and Compliance Audits.
- Adaptive Reuse.
- Conservation Management Plans.
- Expert Witnessing,
- Professional Desktop Historical Archaeological Services.

Our expertise extends across the full range of historic character and heritage listings to include:

- Historic Character.
- Local Heritage Places.
- State Heritage Places.
- State Heritage Areas.
- Commonwealth Heritage Places (including Defence).
- National Heritage Places.

DASH Architects is a member of the National Defence Infrastructure Panel - Environment, Heritage, and Estate Engineering Services. Under this Panel, we are prequalified to undertake a range of Historic Heritage Services, such as heritage impact assessment, conservation and technical advice, condition assessment, archival recording, and heritage assessment. We currently have engagement in most states and territories across Australia.

Further details regarding DASH Architects can be provided on request or found at www.dasharchitects.com.au.

3.0 Description of the Site

As noted above, the Site comprises two titles. For the purposes of this Report, we have referred to them as Site 1 and Site 2 (See Figure 02 below).



Figure 2: Aerial image of Site showing the two land parcels in green.

Site 1 contains a range of buildings and structures. There are currently no heritage or character listings associated with this site, however it is subject to a Heritage Adjacency Overlay due to the adjacent Local Heritage listing on Site 2, and the site immediately to the north.

Site 2 contains the Crown and Anchor Hotel. This is a Local Heritage Place and accordingly the site is subject to a Local Heritage Places Overlay.

While there several nearby State Heritage Places to the east, their separation from the Site by Union Street limits any enlargement of the Heritage Adjacency Overlay due to their proximity (Figure 03).



Figure 3: Extent of Local Heritage Place Overlay (blue) and Heritage Adjacency Overlay (yellow).
Source: SAPPA.

4.0 Heritage Listings

4.1 Heritage Values of the Site

As noted above, the section of the Site described as Site 2 above is a Local Heritage Place. The current local heritage listing for this part of the Site appears to be as a result of its listing under the previous planning system as a Local Heritage Place (Townscape).

Greg Vincent of Masterplan provided the following comments around this:

Under the previous Development Plan, Local Heritage was divided into three distinct categories and listed separately in different tables:

Local Heritage Place Table 2

Local Heritage (Townscape) Table 3

Local Heritage (City Significance) Table 4

The different Categories referred to different Hierarchical importance of Heritage some of which dated the State Heritage Act.

The Development Plan then went on to provide a range of differing policy for these respective categories;

PDC 137: Development affecting a State heritage place (Table Adel/1), Local heritage place (Table Adel/2), Local heritage place (Townscape) (Table Adel/3) or Local heritage place (City Significance) (Table Adel/4), including: (a) adaptation to a new use; (b) additional construction; (c) part demolition; (d) alterations; or (e) conservation

works; should facilitate its continued or adaptive use, and 5 utilize materials, finishes, setbacks, scale and other built form qualities that are complementary to the heritage place.

PDC 138: A local heritage place (as identified in Tables Adel/2, 3 or 4) or the Elements of Heritage Value (as identified in Table Adel/2) should not be demolished unless it can be demonstrated that the place, or those Elements of Heritage Value that are proposed to be demolished, have become so distressed in condition or diminished in integrity that the remaining fabric is no longer capable of adequately representing its heritage value as a local heritage place.

PDC 139: Development of Local Heritage Places (Townscape) should occur behind retention depths (as established from the street facade of the heritage place) of 6 metres in non-residential Zones and Policy Areas, and 4 metres in the City Living Zone or the Adelaide Historic (Conservation) Zone or as otherwise indicated in the heritage Tables in respect of frontages and side wall returns.

As you can see from the former policies above, Townscape could contemplate the demolition of any building behind a retention depth of 6 metres and included the side wall returns of the building.

The Code currently records the below for this place (Figure 04). It does not reference Section 67(1) criteria that the place has been assessed as meeting, nor does it provide any extent of listing.

Property Address	Description and/or Extent of Listed Place	Section 67(1) Criteria	Heritage NR
196-198 Grenfell Street 35 - 39 Union Street ADELAIDE	Crown & Anchor Hotel		169

Figure 4: Extract from Table 11 of the Code

The SA heritage Places database does not appear to have any further details (Figure 5).

SA HERITAGE PLACES DATABASE SEARCH	
Search by Location	Search by ID
Search by Keywords	Extract by Development Plan
About Heritage Places	
HERITAGE PLACES	
Heritage Place Details	
LOCATION	
Map	Show Map
Address	196-198 Grenfell Street 35 - 39 Union Street ADELAIDE
Accuracy	H - high level confidence
Development Plan	ADELAIDE Council
Polygon Type	P - parcel (from DCDB)
DESCRIPTION	
Details (Known As)	Crown & Anchor Hotel
Registered Name	
Extent of listing	
Class	Local
Local Heritage Place Class Type	Townscape
STATUS	
Authorisation Date	01-NOV-2001
REFERENCE	
LGA	Adelaide
Heritage Number	169
Council Reference	
SECTION 23 INFORMATION	
Section 23	

Figure 5: Extract from SA Heritage Places Database

The identification of Local Heritage Place (Townscape) items within Council’s former Development Plan was protracted and highly politicised. The listings were ultimately based on the 1992 City of Adelaide Townscape Assessment (McDougal & Vines) that sought to identify townscapes that consisted of:

a group of buildings which, when viewed from the street, have a consistency and or cohesion. This cohesion is the result of similarity of one or more of the following features:

- *Age of buildings*
- *Architectural style*
- *Scale of development*
- *Setback and siting of development*
- *Subdivision pattern*
- *External details – such as roof forms, verandahs, balconies, doors and windows, materials, colours and finishes.*¹

This assessment pre-dated the establishment of Local Heritage Assessment criteria in the Development Act, and as noted, was based on the contribution historic places made to the City Townscape.

‘Heritage Value’ of places identified by the Survey was defined as their “Townscape Significance”. The data sheet of this survey for this site (appended to this report) noted:

TOWNSCAPE SIGNIFICANCE: An essential element of the East End precinct with strong historical associations. It has been licensed since 1853, was rebuilt in 1880, and existed unchanged until 1928 when it was modernised and expanded. A two level verandah was added at this time. This building occupies an important corner position and

¹ City of Adelaide Townscape Assessment, July 1992, McDougall & Vines, p1

relates strongly with the scale and detailing of the adjacent Adelaide Fruit & Produce Exchange Market frontages.

However, the small section of stable wall which remains to Grenfell Street bears no strong visual relationship to the hotel, and provides little contribution to the townscape. It has retained little original built fabric and has been drastically altered over time. The outline of the hotel stables on the Smith Survey of 1880 does not accord with the current structure.

RECOMMENDATION: *Retain hotel on Townscape list, delete stables from Townscape list.*

While acknowledging this survey is has no statutory force, it nonetheless remains relevant to considering any impacts to the *heritage and cultural values* of the site. The Desired Outcomes of both the Local Heritage Places and Heritage Adjacency Overlays speak specifically to *maintaining the cultural and heritage values of the place*. The Code does not, and cannot, reasonably define what these heritage values are for all heritage places. Instead, the Code simply defines the *Extent* of listing. Accordingly, it is not unreasonable to refer back to these earlier heritage surveys to understand why a place was listed, and what its *cultural and heritage values* were considered to be. For the case of the Crown and Anchor Hotel, these values were its contribution to the Townscape character of the locality as provided by those building elements visible from the street.

It stands to reason that the building interiors, and parts of the building not visible from the street, were not considered to be of heritage value.

Is it also relevant to note that the City of Adelaide subsequently undertook a detailed Local Heritage Survey in 2012. This survey could have included an updated heritage listing of the site to include the Hotel's interiors had they been considered to be of any heritage value, however this was not the case.

This correlates with our inspection of the interiors of the building. While there is some remnant historic detail, the interiors of the building have undergone significant changes in both layout and finishes and are now of low integrity and limited, if any heritage value.

Its condition is also highly varied (largely related to the various functions and uses of the spaces). The upper floors are occupied by a different tenant and are generally in better condition than the lower floors. The public spaces are generally in better condition than the 'back of house' spaces.

The Hotel has also undergone significant changes externally since its original construction in 1880. An image sourced from the State Library (see Figure 06 below) shows the form of the Hotel in the 1920s prior to its "modernisation and expansion" in 1928-29. There is an argument that this original form would make a greater contribution to the historic townscape (as was the basis of its listing) than the current facades.



Figure 6: Image of Crown and Anchor Hotel, circa. 1928 (State Library of South Australia).

Although there are numerous structures on the other part of the Site (the section described as Site 2 above) none have been recognised as having heritage or character value.



Figure 7: Image of Site 2 along eastern side of Frome Road (by Author)



Figure 8: Image of Site 2 along eastern side of Frome Road and along northern side of Grenfell Street (by Author)



Figure 9: Image of Site 2 (and Site 1 on far right hand side) along northern side of Grenfell Street (by Author)



Figure 10: Image of Site 2 (and edge of Site 1 on left hand side) along western side of Union Street (by Author)

4.2 Adjacent Heritage Places (North)

To the north of the site is a multistorey carpark that extends from Frome Road to Union Street, and from the Site through to Sym Choon Lane (58-60 Frome Road). A remnant portion of the former City Market facades have been Local Heritage listed along the Union Street frontage,



Figure 11: Image of section of LHP on western side of Union Street. (by Author)

5.0 Proposed works

The Development is described in detail in the Brown Falconer drawings noted above. We have not attempted to duplicate that here. Key elements of the Development however are:

- Demolition of all buildings and structures on Site 1.
- Demolition of most of the main building (the LHP or Crown and Anchor Hotel) and all of the rear lean to on site 2 (but retention of both street facades of the LHP).
- Removal of the balcony and verandah to the LHP (not a feature of the 1920s form).
- Conservation and restoration of remaining facades to original form prior to the 1928-29 “modernisation”.
- Construction of a new student accommodation tower with ‘Negative connections’ vertically at both street facades at roof level to both streets to the LHP.

Images below are extracts from the set of drawings describing the current proposal. They are attached for reference only.



Figure 12: Extract from Brown Falconer drawings showing artistic render of northern side of Grenfell Street.

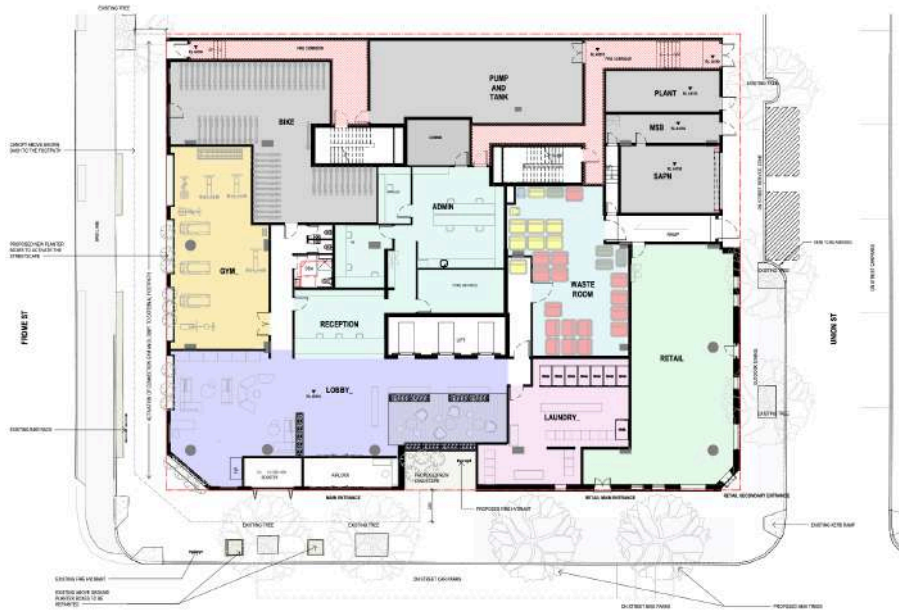
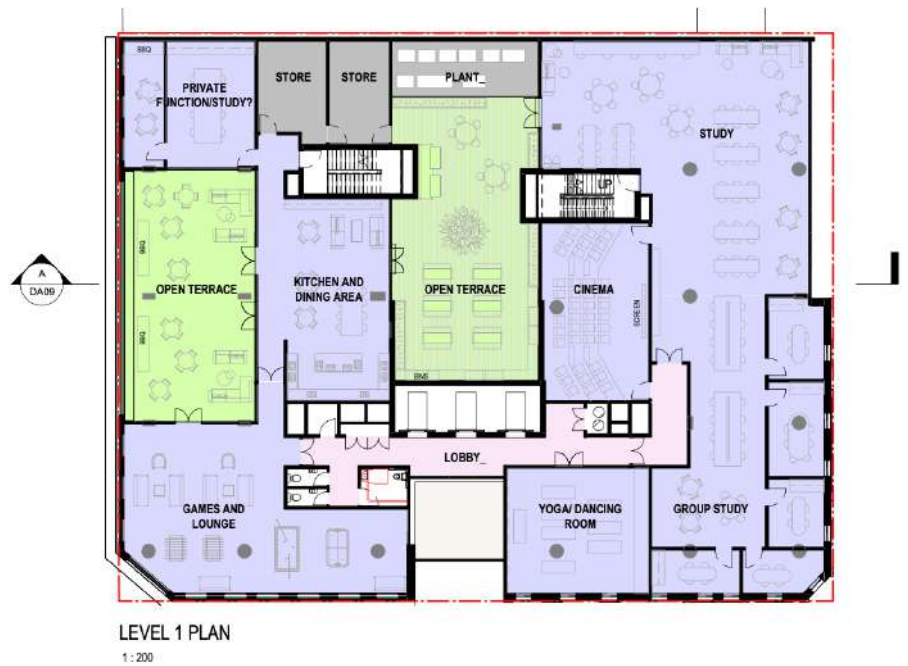


Figure 13: Extract from Brown Falconer drawings showing ground floor plan (noting the 'active' and 'public' uses behind the retained façade).



LEVEL 1 PLAN
1:200

Figure 14: Extract from Brown Falconer drawings showing first floor (again noting the 'active' and 'public' uses behind the retained façade).

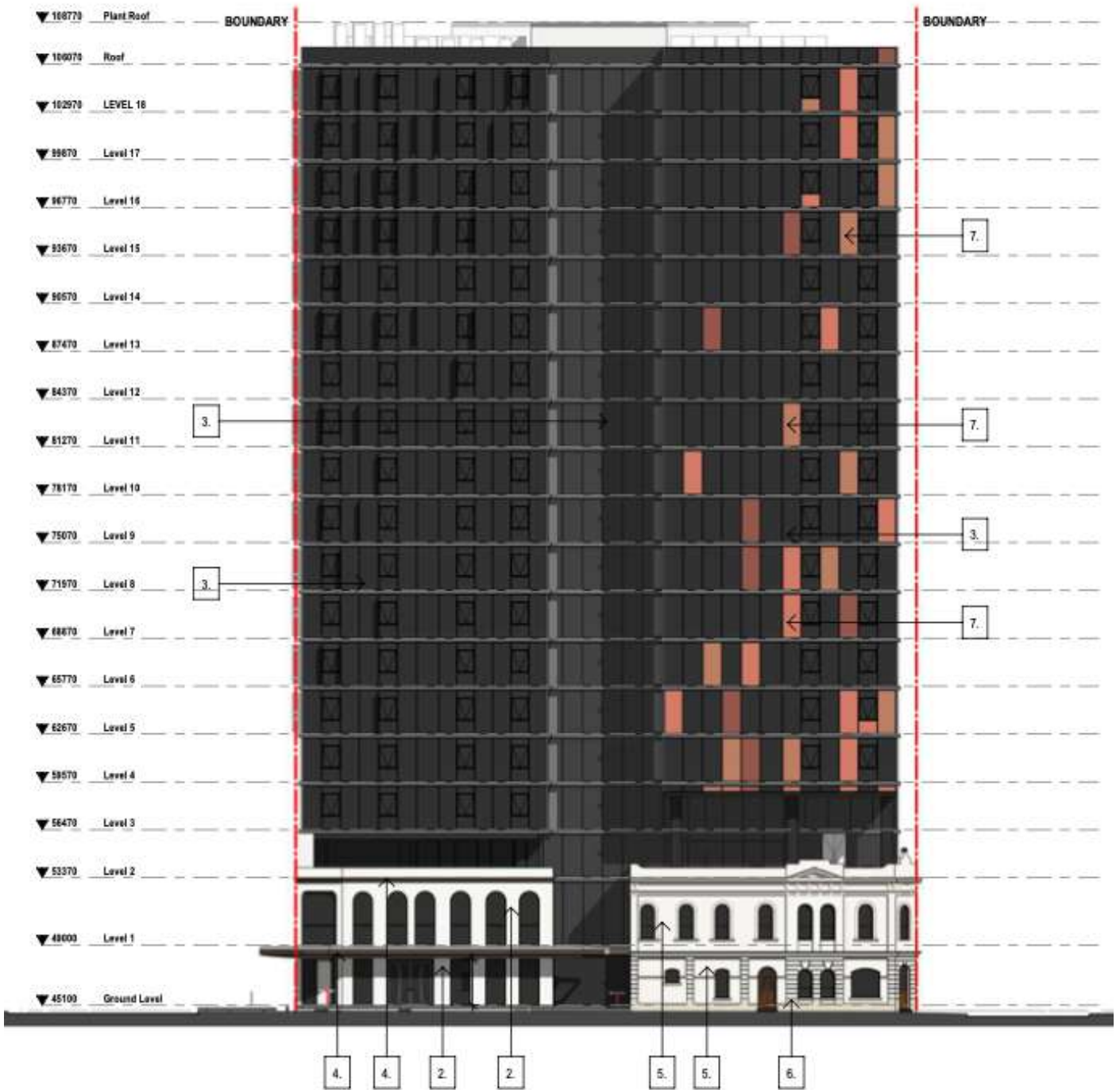


Figure 15: Extract from Brown Falconer drawings showing Grenfell Street elevation.

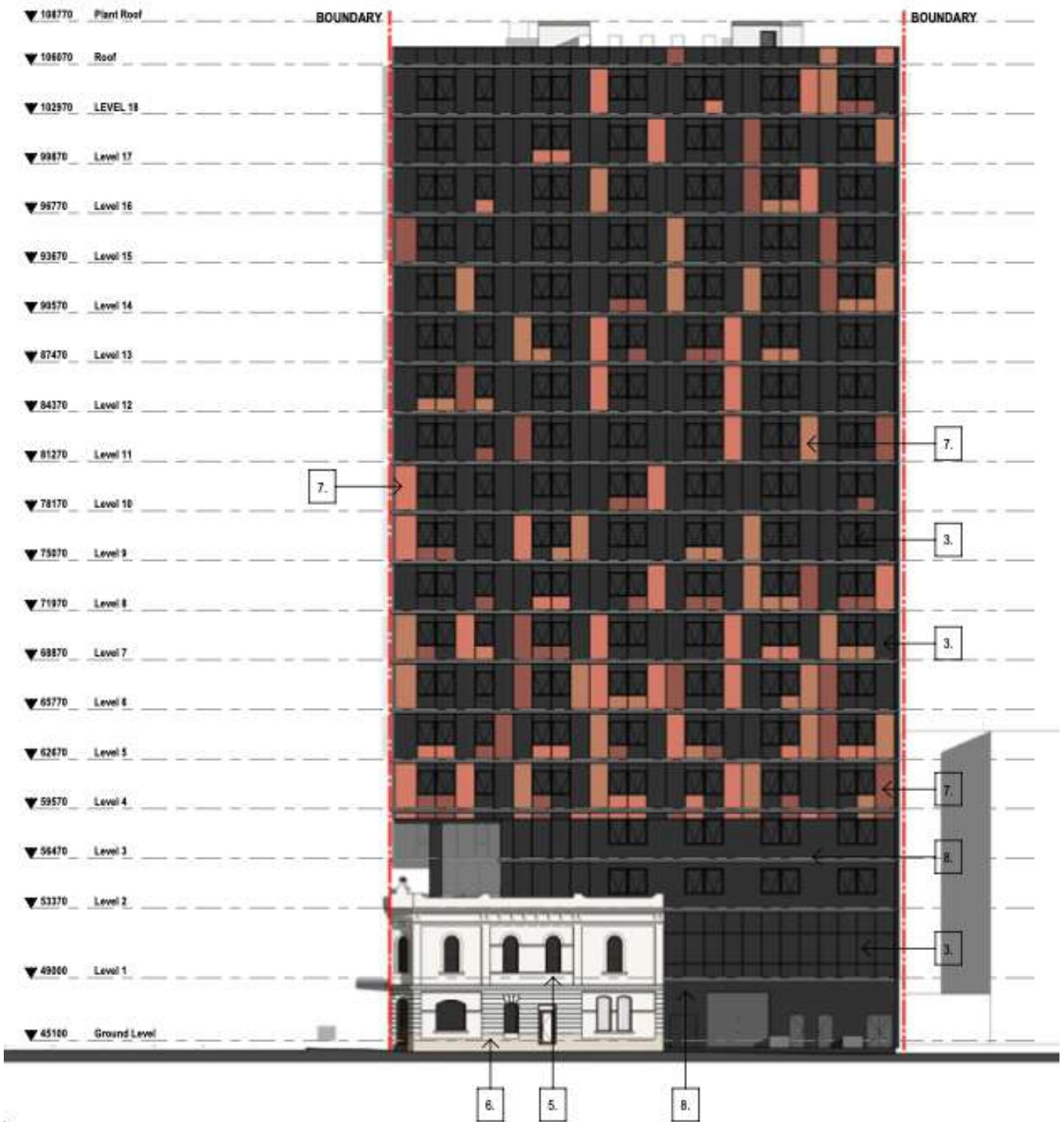


Figure 16: Extract from Brown Falconer drawings showing Union Street elevation.

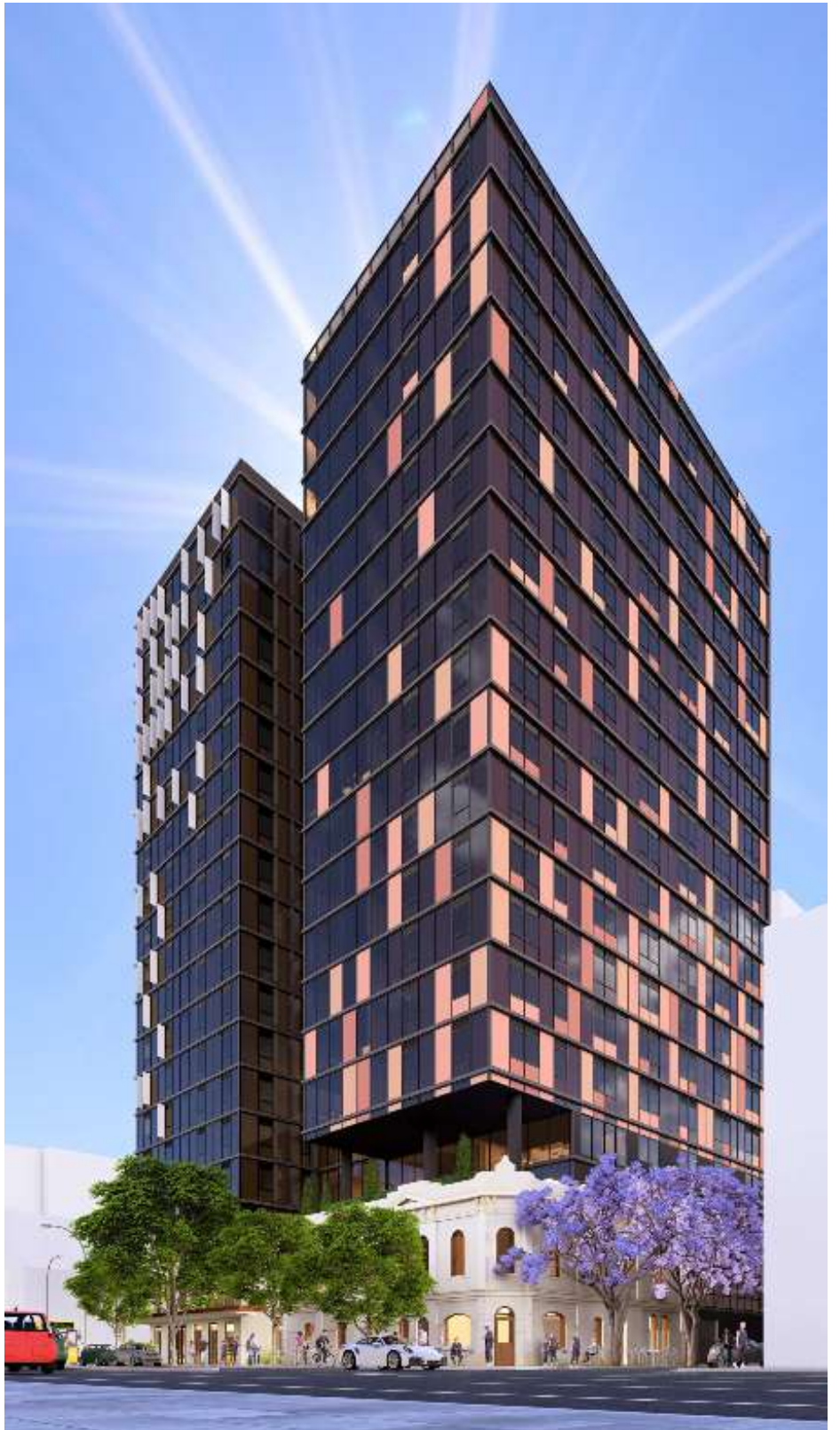


Figure 17: Extract from Brown Falconer drawings showing artistic render of northern side of Grenfell Street and western side of Union Street.

6.0 Assessment of Heritage Impact

The following Section provides a discussion and summary of our assessment under both the Local Heritage Places Overlay and the Heritage Adjacency Overlay.

6.1 Advice During Design Process.

As noted above, DASH Architects has provided heritage advice in relation to the design as it was developed. This has covered a range of issues including:

- Conservation and reconstruction of detailing of the retained heritage fabric.
- Opportunities to enhance the usability of the facades (that involved controlled intervention into heritage fabric)
- Detailing of new elements in the immediate vicinity of the heritage fabric.

This feedback has been incorporated into the Development.

6.1.1 Challenges

There are several challenges for this project beyond those typically associated with a multi storey, multi-use buildings of this kind. These include:

- Accessibility through existing facades (threshold levels and door widths).
- Avoiding damage to the retained sections of culturally significant building fabric during construction.
- Maintaining active uses for the retained heritage facades.
- Existing trees.
- Bicycle laneways and limited access from From Rd.
- Services access to the Subject Site.
- Fire safety provisions.


There is clearly a tension between these challenges and other general design and statutory principles. The proposed Development has attempted to address all of these in its resolution. We have reviewed this work as it progressed with the aim being to eliminate or minimise any negative heritage impacts.

6.2 Local Heritage Places Overlay



6.2.1 Proposed Demolition






Provision	Satisfied?
<p>Local Heritage Place Overlay DO 1 <i>Development maintains the heritage and cultural values of Local Heritage Places through conservation ongoing use and <u>adaptive reuse</u>.</i></p>	<input checked="" type="checkbox"/>
<p>PO 6.1 <i>Local Heritage Places are not demolished, destroyed or removed in total or in part unless:</i></p> <ul style="list-style-type: none"> • <i>the portion of the Local Heritage Place to be demolished, destroyed or removed is excluded from the extent of listing that is of heritage value or</i> 	<input checked="" type="checkbox"/>
<p>PO 6.2 <i>The demolition, destruction or removal of a building, portion of a building or other feature or attribute is appropriate where it <u>does not contribute to the heritage values of the Local Heritage Place</u>.</i></p>	<input checked="" type="checkbox"/>
<p>Assessment</p> <p>PO6.1 and 6.2 of the Local Heritage Places Overlay assumes that there is a defined extent of listing. This is a reasonable assumption for contemporary listings but is often not the case for listings that were established prior to the current Act. The City of Adelaide’s former ‘Townscape’ Local Heritage listings add further challenges, as these places were not assessed, nor listed, under any legislative criteria (refer Section 4.1).</p> <p>In transitioning to the Planning and Design Code, the Extent of Listed Place for the site was simply stated as ‘Crown and Anchor Hotel’. This creates several challenges. DO1 seeks development to <i>maintain the heritage and cultural values of a place</i> yet as noted in Section 4.1 the intended ‘heritage values’ of the site is limited to its townscape contribution, and elements visible from the street that contribute to this.</p> <p>Our inspection of the interiors of the building aligns with this 1992 Assessment, namely that the build interiors are of no heritage value. While small, remnant elements of fabric remain, the interiors have been heavily modified as a result of years of refurbishment and alteration as to be of very low integrity.</p> <p>With the exception of the balcony and conservation works to the façade (that will be discussed in more detail under PO7.1 below) the proposed development retains all of the building fabric that contributes to its historic townscape contribution to the locality, namely the elements visible from the street. Accordingly, we consider the intent of this PO6.1 and 6.2 to be satisfied.</p>	

6.2.2 Façade Conservation Works

Provision	Satisfied?
<p>Local Heritage Place Overlay <i>PO7.1</i> <i>Conservation works to the exterior of a Local Heritage Place (and other features identified in the extent of listing) match original materials to be repaired and utilise traditional work methods</i></p>	
<p>Assessment</p> <p>The scope and approach to the proposed conservation works to the Local Heritage Place were developed in consultation with the City of Adelaide’s Local Heritage Advisor, Simon Weidenhofer. As note, the basic form of the current hotel on the site was established in 1880, however extensive “modernisation and expansion” in 1928-29 saw most of the original architectural detailing stripped away, and a new balcony structure added to the Grenfell Street frontage. The development proposed to reinstate this original façade, as illustrated in the 1928 photo (Figure 6) taken prior to the ‘modernisation’. These works will include the removal of the later verandah, reconstruction of the parapet pediment, and reinstatement of the rendered struck quoins, window surrounds, external cornices and historic detailing generally.</p> <p>These restoration works will make a notably greater historic character contribution to the surrounding townscape, and will be undertaken in a manner to match the original materials utilising traditional techniques. For these reasons PO7.1 of the Local Heritage Places Overlay is considered to be satisfied.</p>	

6.2.3 Proposed New Works

Provision		Assessment and Discussion
<p>Local Heritage Place Overlay <i>PO 1.1</i> <i>The form of new buildings and structures maintains the heritage values of the Local Heritage Place.</i></p>		<p>As noted, the heritage values of the Local Heritage Place are primarily vested in its contribution to the historic townscape qualities of the locality. The proposed retention and conservation of these townscape elements is consistent with these values.</p>
<p><i>PO 1.2</i> <i>Massing, scale and siting of development maintains the heritage values of the Local Heritage Place.</i></p>		<p>The proposed new development, while of a notable scale, remains consistent with that envisage for the Zone. The set out of the new development on the site (above and the sides of the retained sections of the Heritage Place on the Site), maintains these heritage values, providing considered ‘negative join’ interfaces with the historic façades to ensure their overall legibility it retained.</p>

<p><i>PO 1.3 Design and architectural detailing (including but not limited to roof pitch and form, openings, chimneys and verandahs) maintains the heritage values of the Local Heritage Place.</i></p>		<p>In our view, these provisions do not directly relate to this scale or nature of Development (where a pitch roof, high 'solid to void' ratio, addition of a chimney and a verandah would imply not be appropriate). As discussed above however the new work will not negatively impact on the heritage values of the Place. As such we suggest that these provisions are met.</p>
<p><i>PO 1.5 Materials and colours are either consistent with or complement the heritage values of the Local Heritage Place.</i></p>		
<p><i>PO 1.6 New buildings and structures are not placed or erected between the primary or secondary street boundaries and the façade of a Local Heritage Place.</i></p>		<p>The Development has met this provision as the retained sections of heritage façade are on the street boundary with new works above and to the sides of the retained sections of the Heritage Place.</p>
<p><i>PO 2.1 Alterations and additions complement the subject building and are sited to be unobtrusive, not conceal or obstruct heritage elements and detailing, or dominate the Local Heritage Place or its setting.</i></p>		<p>As with some of the above provisions, the Development meets the overall intent of this provision through the set-out of the new works generally (above and the sides of the retained sections of the Heritage Place on the Site), and the Development's extensive uses of negative joints.</p> <p>The terms 'unobtrusive' and 'dominate' are interesting in this dense urban context, and in the context of the overall Code expectations for these types of sites. While it is obvious that the new works are clearly visible and are larger than the retained elements, they do not impact on the visibility of the retained elements, nor on their prominence from the public realm.</p>
<p><i>PO 2.2 Adaptive reuse and revitalisation of Local Heritage Places to support their retention in a manner that respects and references the original use of the Local Heritage Place.</i></p>		<p>The Development meets this provision through the integration of 'active' and public' spaces behind the retained sections of the Heritage Place on the Site. Although no longer a hotel, the functions of a Cafe, embedded within a student accommodation development will be similar, will provide a similar contribution to the public realm.</p>

6.2.4 Desired Outcome

Provision	Assessment and Discussion
<p>Local Heritage Place Overlay DO 1 <i>Development maintains the heritage and cultural values of Local Heritage Places through conservation ongoing use and adaptive reuse.</i></p>	<p><input checked="" type="checkbox"/></p> <p>For reasons noted above, we consider DO1 to be satisfied by the proposed development. The heritage values of the Crown and Anchor Hotel, as vested in its contribution to the historic townscape of the locality, will be retain and enhanced through the proposed conservation works, while portions of the building for demolition are those that do not contribute towards these values.</p> <p>While the proposed new development is of a notable scale, it is nonetheless consistent with that envisaged by the zone. The design of the development has had regard to its interface with the heritage place to ensure that its historic scale, and townscape contribution, remains readily legible.</p> <p>The proposed development will also contribute towards a significant activation of the site.</p>

6.3 Heritage Adjacency Overlay

The Heritage Adjacency Overlay is enlivened by two Local Heritage Places:

- The remnant Market facades to the carpark to the north of the site (58-60 Frome Road), and
- The Local Heritage listed Crown and Anchor Hotel located on Site 2 of the proposed development.

Provision	Satisfied?
<p>Heritage Adjacency Overlay PO 1.1 <i>Development adjacent to a State or Local Heritage Place does not dominate, encroach on or unduly impact on the setting of the Place.</i></p>	<input checked="" type="checkbox"/>
<p>Assessment</p> <p>The Site is located with the Capital City Zone of the City of Adelaide, with a TNV height limit of 55m. This site also directly interfaces land (across Frome Road) with an unlimited TNV height limit. The proposed development stands at 63.67m in height. While it is not the intent nor scope of this HIA to assess the merits of this height, it is clear from the TNV that intensive development is envisaged on the site.</p> <p>This is further reinforced by the Desired Outcome of the Capital City Zone, that seeks <i>High intensity and large- scale development with high street walls reinforcing the distinctive grid pattern layout of the city with active non- residential ground level uses to positively contribute to public safety, inclusivity and vibrancy.</i></p>	

The Desired Outcome of the Heritage Adjacency Overlay provides further policy context to the consideration of PO1.1, and the extent to which as development *may dominate, encroach on or unduly impact on the setting of the Place*. DO1 speaks to development *maintaining the heritage and cultural values of those places*. According, consideration should also be given to the extent to which any impacts to the setting of a heritage places by adjacent development impacts its *heritage values*.

It is within this policy context and framework that PO1.1 needs to be considered.

The context and setting of the Local Heritage Listed former Market facades was substantially impacted on by the existing carpark development on that site. Often regarded as 'token facadism', these remnant features are simply propped up on new steel supports and bear no visual or contextual relationship to the new structure behind. Recent additions to provide small tenancies to these structures have, however, partially mitigated these issues.

The setting of these remnant market facades is to the relatively narrow confines of Union Street, and their spatial relationship with the heritage facades of former market structures opposite. Any spatial relationship to the Crown & Anchor Hotel is of a secondary nature only, as its setting is to the intersection of Grenfell Street and Union Street.

While the proposed development on the subject site will be substantially taller than these remnant Union Street market facades, they are not considered to *dominate, encroach or unduly impact on their setting as:*

- The setting and context of this LHP is already highly compromised by the carpark development on the site
- Any remnant setting of the former Market facades is to Union Street, and the market facades opposite, whereas the setting and context of the proposed development is primarily to the intersection of Grenfell Street and Frome Road, and to a lesser extent the interface of Union Street to Grenfell Street.
- The zone promotes intensive large scale development within this locality

The titling of the Development Site results in the Heritage Adjacency Overlay being enlivened over Site 1 only, with Site 2 being assessed under the provisions of the Local Heritage Place Overlay instead.

As noted earlier, the *heritage and cultural values* of the Crown & Anchor Hotel is its contribution towards the historic townscape character of the locality. While acknowledging the proposed development is of a notable larger scale than the Local Heritage listed Crown and Anchor Hotel, the heritage place's contribution to the historic character has been maintained, and arguably notably enhanced by the propose retention and conservation of the historic street facades. For these reasons the proposed development is not considered to *dominate, encroach on or unduly impact on the setting of the Place*

7.0 Proposed Conditions of Approval

While we consider the proposed development to be consistent with the provisions of the Local Heritage Places Overlay, the Authority may nonetheless wish to consider the following matters in any Conditions to Planning Consent.

7.1 Additional Detail

As noted above, while the general intent of the restoration and conservation works has been set out on the Brown Falconer drawings. The detail however is yet to be fully resolved. This is not unusual and is in our appropriate. To ensure that the mitigation works proposed are delivered as intended, we do however suggest that the provision of further details, to the satisfaction of Council (and its Conservation Architect), be made a Condition of the Approval.

7.2 Management Measures

To ensure the retention of the remaining culturally significant fabric on the Development Site, we recommend that the following management measure be included as Conditions of the Approval:

- Generally, prepare a Construction Management Plan, including temporary propping works, to demonstrate how the retained sections of the Heritage place on the Site will be protected during construction.
- Specifically, prepare a Vibration Management Plan (to be include in the above), again to avoid damage to retained sections of the Heritage place on the Site and to other Heritage Places in the Locality.

7.3 Mitigation Measures

To partially offset the loss of culturally significant fabric on the Development Site, we recommend that the following mitigations measure be included as Conditions of the Approval:

- Undertake a photographic archival recording of original (or valuable) fabric proposed for removal, prior to construction works, in accordance with NSW Heritage Guidelines.

8.0 Summary and Conclusion

The Site comprises two titles that we have referred to as Site 1 and Site 2. Site 1 contains a range of buildings and structures however there are no heritage or character listings associated with it. It is however subject to a Heritage Adjacency Overlay due to the adjacent Local Heritage Places on Site 2, and on the site immediately to the north. Site 2 contains the Crown and Anchor Hotel. This is a Local Heritage Place and accordingly the site is subject to a Local Heritage Places Overlay.

The current local heritage listing for section of the Site described as Site 2 appears to be as a result of its listing under the previous planning system as a Local Heritage Place (Townscape). The 'Heritage Value' of Local Heritage

Places (Townscape) was defined as their “Townscape Significance”. The Desired Outcomes of both the Local Heritage Places and Heritage Adjacency Overlays speak specifically to *maintaining the cultural and heritage values of the place*. For the Crown and Anchor Hotel, these values were its contribution to the Townscape character of the locality as provided by those building elements visible from the street.

The building interiors, and parts of the LHP, not visible from the street, were not considered to be of heritage value.

The Hotel has also undergone significant changes externally since its original construction in 1880. There is an argument that the original form would make a greater contribution to the historic townscape than the current facades.

The Development is described in detail in the Brown Falconer drawings. Key elements of it however are:

- Demolition of all buildings and structures on Site 1.
- Demolition of most of the main building (the LHP or Crown and Anchor Hotel) and all of the rear lean to on site 2 (but retention of both street facades of the LHP).
- Removal of the balcony and verandah to the LHP (not a feature of the 1920s form).
- Conservation and restoration of remaining facades to original form prior to the 1928-29 “modernisation”.
- Construction of a new student accommodation tower with ‘Negative connections’ vertically at both street facades at roof level to both streets to the LHP.

We have assessed the Development against the provisions of both the Local Heritage Places Overlay and the Heritage Adjacency Overlay. Having done so, we find that:

- The portions of the building proposed for demolition are those that do not contribute towards these values.
- The heritage values of the Crown and Anchor Hotel, as vested in its contribution to the historic townscape of the locality, will be retained and enhanced through the proposed conservation works.
- With the exception of the balcony and conservation works to the façade, the proposed development retains all of the building fabric that contributes to its historic townscape contribution to the locality.
- The Development proposes reinstating the original façade, as illustrated in the 1928 photo. This approach was developed in consultation with the City of Adelaide’s Local Heritage Advisor, Simon Weidenhofer and will make a notably greater historic character contribution to the surrounding townscape.
- The proposed new development, while of a notable scale, remains consistent with that envisaged for the Zone. The set out of the new development on the site (above and the sides of the retained sections of the Heritage Place on the Site), maintains the heritage values of the LHP, providing considered ‘negative join’ interfaces with the historic façades to ensure their overall legibility is retained.

- The Development integrates ‘active’ and public’ spaces behind the retained sections of the Heritage Place on the Site. Although no longer a hotel, the functions of a Cafe, embedded within a student accommodation development will be similar, will provide a similar contribution to the public realm.
- While the proposed development on the subject site will be substantially taller than both the remnant Union Street market facades and the LHP on Site 2, they are not considered to dominate, encroach, or unduly impact on their settings.

Overall, we have formed a view that the Development is consistent with both the Local Heritage Places Overlay and the Heritage Adjacency Overlay.

Notwithstanding this, the Authority may wish to consider the following matters in any Conditions to Planning Consent.

- The provision of further details relating to the proposed restoration and conservation works, to the satisfaction of Council (and its Conservation Architect), be made a Condition of the Approval.
- The provision of a Construction Management Plan, including temporary propping works, to demonstrate how the retained sections of the Heritage place on the Site will be protected during construction, be made a Condition of the Approval.
- Specifically, prepare a Vibration Management Plan (to be include in the above), again to avoid damage to retained sections of the Heritage place on the Site and to other Heritage Places in the Locality.
- Undertake a photographic archival recording of original (or valuable) fabric proposed for removal, prior to construction works, in accordance with NSW Heritage Guidelines.

9.0 Sign Off


This report has been prepared for and on behalf of DASH Architects.



David Holland
Architect
Director, DASH Architects

10.0 Appendices

10.1 Heritage Data Sheet

F21 EAST END PRECINCT
Name: Crown & Anchor Hotel (& stable) Address: 192-198 Grenfell Street

ASSESSMENT: Age and Style: 1880 original building (Architect - Thomas English), enlarged and altered 1928-29 by Architect F K Milne. A typical Victorian Hotel with later adaptation
Subdivision, Setback, Siting: A prominent corner site with building constructed to Grenfell and Union Street frontages
Scale of Development: Two floors
External Detail: A typical corner hotel building which early photographs show as incorporating Victorian flamboyant detailing. Changes undertaken in 1928-29 simplified the detailing to the external facades and constructed a new verandah and balcony.
Materials, Colours and Finishes: Rendered masonry, painted stone, timber joinery
TOWNSCAPE SIGNIFICANCE: An essential element of the East End precinct with strong historical associations. It has been licensed since 1853, was rebuilt in 1880, and existed unchanged until 1928 when it was modernised and expanded. A two level verandah was added at this time. This building occupies an important corner position and relates strongly with the scale and detailing of the adjacent Adelaide Fruit & Produce Exchange Market frontages.
However, the small section of stable wall which remains to Grenfell Street bears no strong visual relationship to the hotel, and provides little contribution to the townscape. It has retained little original built fabric and has been drastically altered over time. The outline of the hotel stables on the Smith Survey of 1880 does not accord with the current structure.
RECOMMENDATION: Retain hotel on Townscape list, delete stables from Townscape list.
SOURCES: Refer detailed description of this building in McDougall & Vines <i>East End Markets Conservation Plan 1987 - Part 2</i> , page 24
CITY OF ADELAIDE • TOWNSCAPE FRONTAGES ASSESSMENT • JUNE 1992
<small>McDougall & Vines • Architectural & Heritage Consultants • 27 Sydenham Road • Norwood SA 5067 • Tel (08) 362 6399 • Fax (08) 363 0121</small>



CROWN & ANCHOR STABLES - 192-198 Grenfell St